


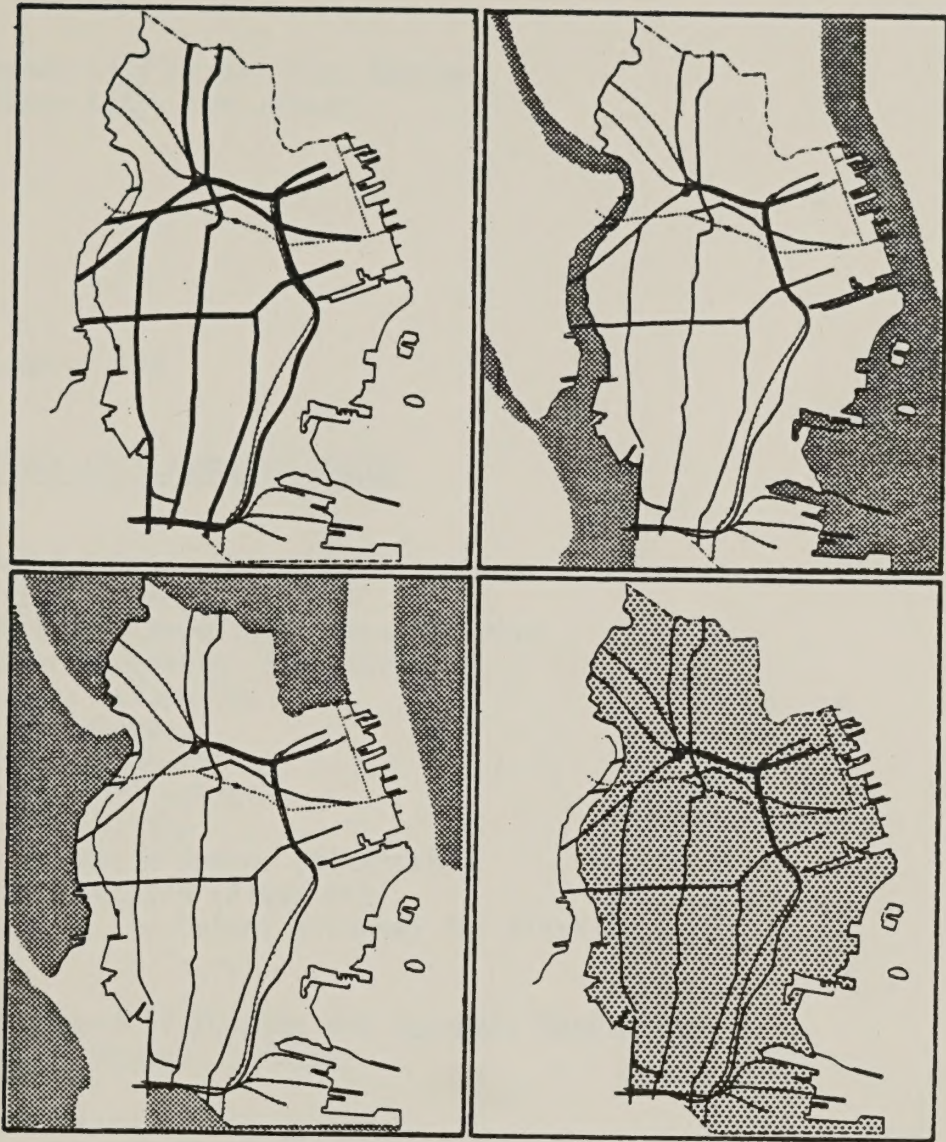
Jersey City Master Plan Review

Buckhurst Fish Hutton Katz / Louis Berger & Associates, Inc.
January, 1984



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Buckhurst Fish Hutton Katz / Louis Berger & Associates, Inc.
January, 1984

Jersey City Master Plan Review
Jersey City, New Jersey

January 1984

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Executive Summary

Executive Summary

This report provides a review and update of the present Jersey City Master Plan and Zoning Ordinance. It has been prepared to meet the requirements of New Jersey Municipal Land Use Law N.J.S.A. 40:55D-1 et seq. The report is meant to serve as the basis for the preparation of a new master plan and zoning ordinance. This document can be utilized as a focus of public discussion on the major goals and objectives of the City relative to land development, capital budget, and zoning.

The consultants have found that Jersey City has experienced a significant contraction of population and industrial base in the post-war decades and that these trends are not likely to be reversed in the immediate future. Nevertheless, there are some significant strengths and market opportunities on which the City should capitalize. The City has continuing strength in several areas:

- o Neighborhoods: Jersey City is a City of neighborhoods that have a scale, density, and landscape that are attractive and can serve the continuing needs of middle income people. At the same time, the brownstone renovations and new residential high rise overlooking the Hudson can tap a higher income market that has by-passed Jersey City in the past.
- o Employment: Jersey City's strong transportation links to the region and its location across from Manhattan can enable it to maintain a smaller but significant industrial base while increasing its office component. Back office development (the so-called Lower Manhattan West) represents a considerable growth potential, particularly in both Exchange Place and Journal Square. New light industrial and office research development may be attracted by new technology such as the Port Authority's fiber optic cable connection between Manhattan, Jersey City, and teleport facilities at Staten Island.
- o Recreation: Liberty State Park represents a new and vital regional attraction to Jersey City. Development around the park and ferry connections between the park

4. Specific Sector Studies. Specific marketing studies are needed aimed at encouraging private investment. Examples include:

- o Hudson waterfront development Plan
- o market analysis and brochure for back office development of Journal Square
- o fiber optics cable -- what it means to business
- o market brochures of locations around Liberty State Park

The above studies should be approached not as academic pursuits but as reports to achieve real properties.

1 Introduction

1. INTRODUCTION

1.1 Purpose of Study

This Master Plan Review responds to the general provisions of the New Jersey Municipal Land Use Law concerned with the examination of municipal plans and regulations (N.J.S.A. 40:55D-1 et seq.) The report that follows therefore focuses on an overview of major problems and objectives involving current land development within Jersey City and examines existing uses relative to the 1966 Master Plan and the 1974 Zoning Ordinance.

Specifically, the consultants were asked to provide:

- o A conceptualization of the extent to which problems have been ameliorated or exacerbated by the plan and/or zoning ordinance.
- o A review of any significant changes in assumptions, policies, and objectives of the plan and ordinance as they relate to:
 - Population density and distribution;
 - Land use as indicated in the Master Plan and Zoning Ordinance;
 - Housing conditions;
 - Resource and energy conservation;
 - State, County, and Municipal policy changes.
- o A listing of specific concrete recommendations for inclusion in both the Master Plan and Zoning Ordinance as they relate to land use.
- o A comparison of the generalized existing land use with the land use map of the current Master Plan, an

identification of changes and trends, and recommendations also considering the existing zoning ordinance and all current urban renewal plans.

- o Identification of major areas available for development or those that have undergone or are undergoing transitions in land use and recommendations for proposed land use in these areas.
- o A listing of recommended additional studies necessary or preferable to complete an overall and comprehensive Master Plan for the City of Jersey City.

This report is divided into the following sections:

- (1) Introduction containing a summary of the 1966 Master Plan and description of its recommendations.
- (2) Review of existing conditions, which outlines the present pattern of major land uses and an analysis of the current Zoning Ordinance;
- (3) Comparison of existing uses with the 1966 Master Plan;
- (4) Review of land use trends, which indicates potential land use changes within the City over the next 10 to 15 years;
- (5) Conclusions, which include an examination of the potential changes in relation to the current Master Plan and Ordinance.

1.2 Summary of the 1966 Master Plan

The 1966 Master Plan establishes the major planning goals for the City through 1975 and, for certain elements of the plan, beyond that date. The report¹ outlined the existing land uses in 1966 and described recommendations for future change and development based on a series of objectives prepared for each major land use element.

¹The City: A Time for Change, City of Jersey City, December 1968.

(a) Existing Land Uses in 1966

The City had an estimated population of between 260,000 and 265,000 people in 1966. The major land uses at that time are shown in Figure 1, which indicates the broad distribution of uses that are still evident: a central band of housing combined with strip commercial development dominating areas between Route 440 and US 1-9 to the west and the New Jersey Turnpike extension to the east, with industrial, railroad, and limited retail uses occurring on the waterfront areas.

Land uses in 1966, however, contained a number of features that are not so prevalent today:

- o The Hudson waterfront was still dominated by acreage under railroad ownership even though rail activity was already in decline;
- o industrial and warehousing uses remained scattered in many of the outlying residential neighborhoods;
- o strip commercial uses dominated most of the major avenues within the City -- for example, Jackson, Ocean, Westside, Central, Newark, and Communipaw Avenues.

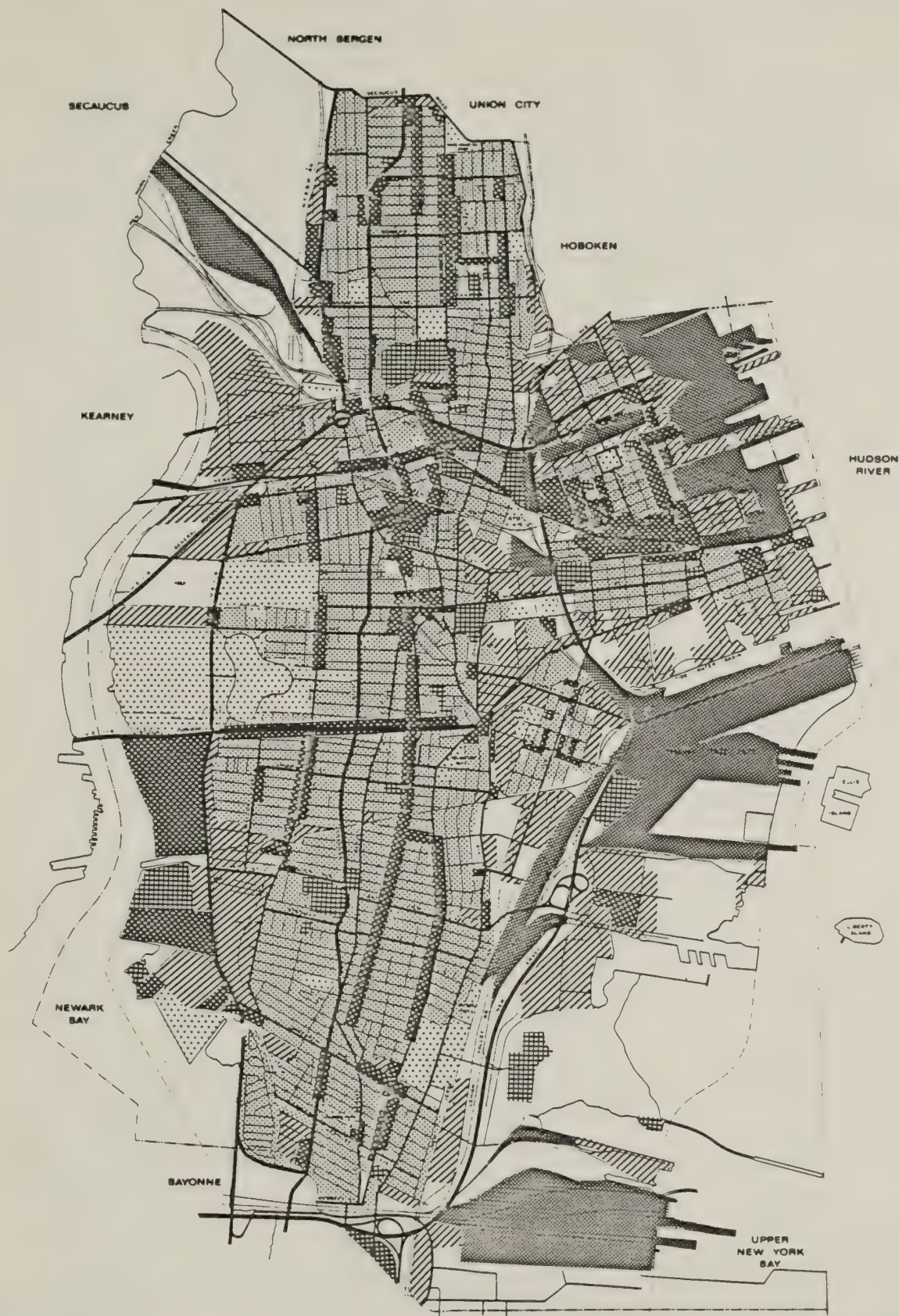
(b) 1966 Master Plan Proposals

Population

The plan anticipated that the City's population would stabilize at approximately 265,000 persons by 1975. The proposed land use plan, shown in Figure 2, aimed at consolidating major heavy and light industrial zones, commercial uses, and residential areas in order to reduce the prevailing mix of scattered, differing land uses throughout the City area.

Industry

Heavy industry was therefore concentrated at three key locations: at the Meadowlands site west of Routes 1-9; the waterfront area adjacent to the Hoboken City limits; and the southeast water-



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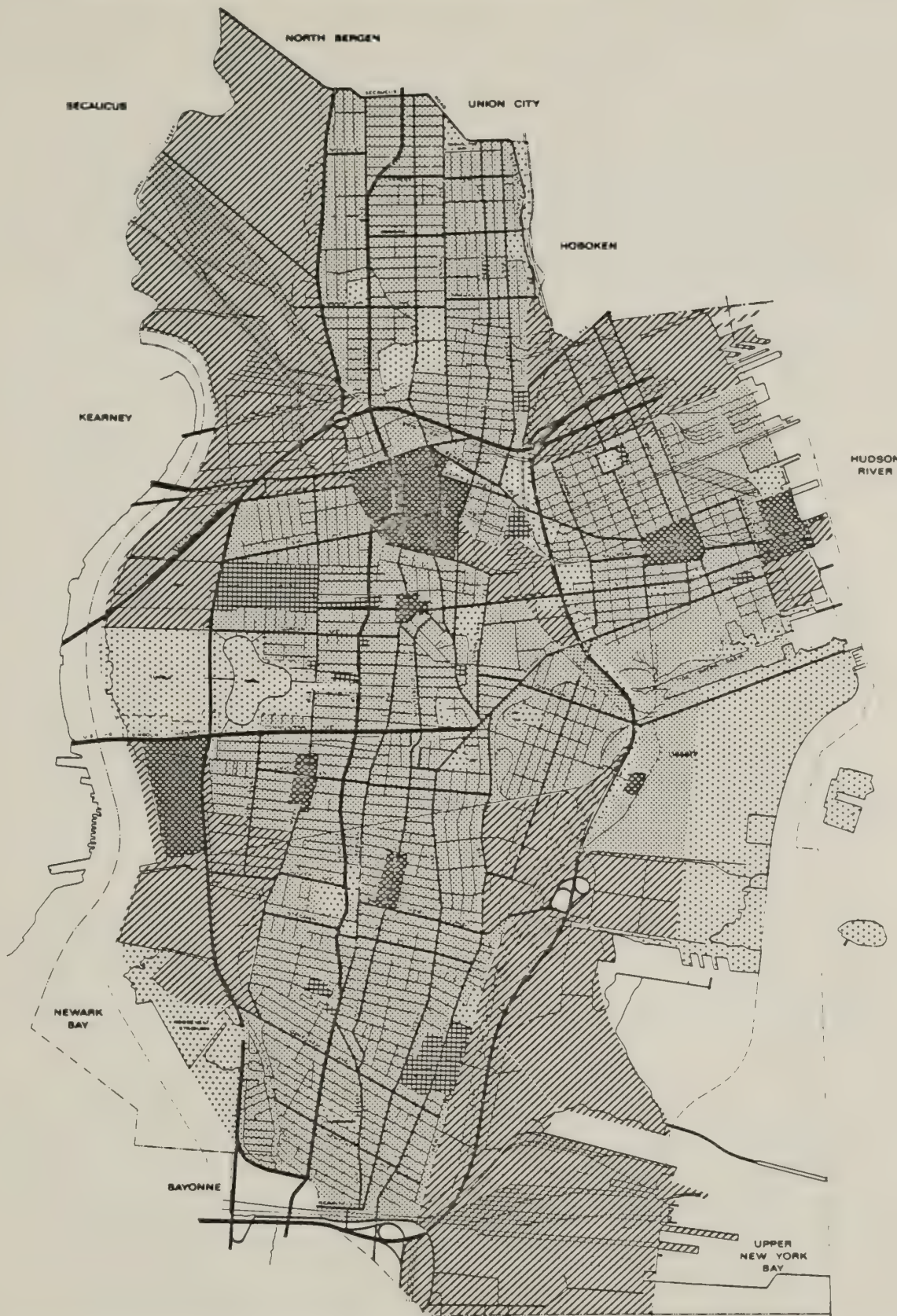
1 1966 Land Use



Residential
Commercial
Industrial
Institutional



Railroad
Vacant
Public Park/
Cemetery



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2 1966 Master Plan Proposal

	Residential		Institutional
	Commercial		Public Park/ Cemetery
	Industrial		

front area. Light industry was generally recommended adjacent to these three zones and also along Route 440 south of Communipaw Avenue. Proposals for major commercial development included an expansion of retail and office use at Journal Square, a commercial office district at Exchange Place, and retail/drive-in facilities west of Route 440. The plan also proposed a major reduction in the local business and neighborhood shopping areas in order to consolidate the strip commercial uses on many of the City's main avenues.

Residential

Recommendations for housing focused on two major objectives: first, to improve the quality and viability of established neighborhoods; and, second, to create new residential sites on waterfront land west and north of the Liberty Park area. The Master Plan therefore sought to eliminate obtrusive commercial and industrial activities from existing housing areas. Smaller pockets of housing were also phased out of proposed light industrial zones.

New residential development was proposed for two areas. Land was set aside for future housing construction north of the Liberty Industrial Park. A second area, for high density development, was recommended in the vicinity of the old Pennsylvania Railroad Pavonia Yards and Harsimus Cove.

Transportation

An important component of the 1966 Master Plan concerned transportation proposals. Road improvements included the following elements:

- o extension and widening of Route 440;
- o construction of a waterfront parkway from Caven Point to Grand Street;
- o construction of a new arterial between the Holland Tunnel and the Greenville area of the City;
- o improvement of Communipaw Avenue as a major boulevard.

The plan also recommended that land for future railroad activities be gradually consolidated at the Greenville, Croxton, and Erie-

Lackawanna yards at the Hoboken boundary, with Jersey Central operations relocated to the yards west of the Turnpike extension.

Recreation and Open Space

Finally, the plan outlined provisions for future recreation and open space. The major land use designation was for Liberty State Park, shown extending from Tidewater Basin to the National Docks. In addition, the plan advocated the development of a park and marina facility on Newark Bay south of Communipaw Avenue. A number of specific community and neighborhood parks were also proposed.

Later sections of this report make further reference to the provisions of the 1966 Master Plan.

1.3 Goals and Policy Recommendations

This report has been developed after a series of meetings with Jersey City municipal staff and a final review by a cross section of departments, professionals, and City officials. Based on these meetings and field investigations, a series of preliminary goals has been established to serve as a springboard for public discussion. Each of the goals leads to policies or recommendations.

(a) Goals

- o Encourage private development, particularly in areas of greatest economic strength.
- o Preserve jobs, particularly the remaining industrial base.
- o Preserve neighborhoods -- build from strength.
- o Organize priorities for maintaining present infrastructure.

(b) Policy Recommendations

Private Investment

- o Newport City*: tap the New York City residential and office market and Hudson County retail market and office use.
- o Exchange Place: encourage New York offices to locate back office space growth in Jersey City.
- o Caven Point: encourage mixed office research and residential on a suburban scale.
- o Greenville Yards/Port Jersey: develop industrial market based on regional and national access which would exclude bulk-handling facilities such as coal ports.
- o Journal Square: create a viable mixed use center through regional offices, additional housing, and preservation of community shopping.

Job Preservation and Development

- o Upgrade critical access points to high employment centers.
- o Limit loft conversions to vacant/semi-vacant structures.

Infrastructure

- o Develop a unified project list for the capital budget.
- o Explore non-public financing mechanisms.

Preserve Neighborhoods

- o Create effective housing rehabilitation programs.
- o Target priorities for upgrading neighborhoods to low-cost items with high pay-offs in terms of quality image, e.g., landscaping.

* formerly called Harbour City

- o Encourage marketing of mature housing stock.
- o Consider a mortgage insurance agency.
- o Co-ordinate management of public services.
- o Create flexible zoning tools, including parking and design standards to encourage rehabilitation.

2 Review of Existing Conditions

2. REVIEW OF EXISTING CONDITIONS

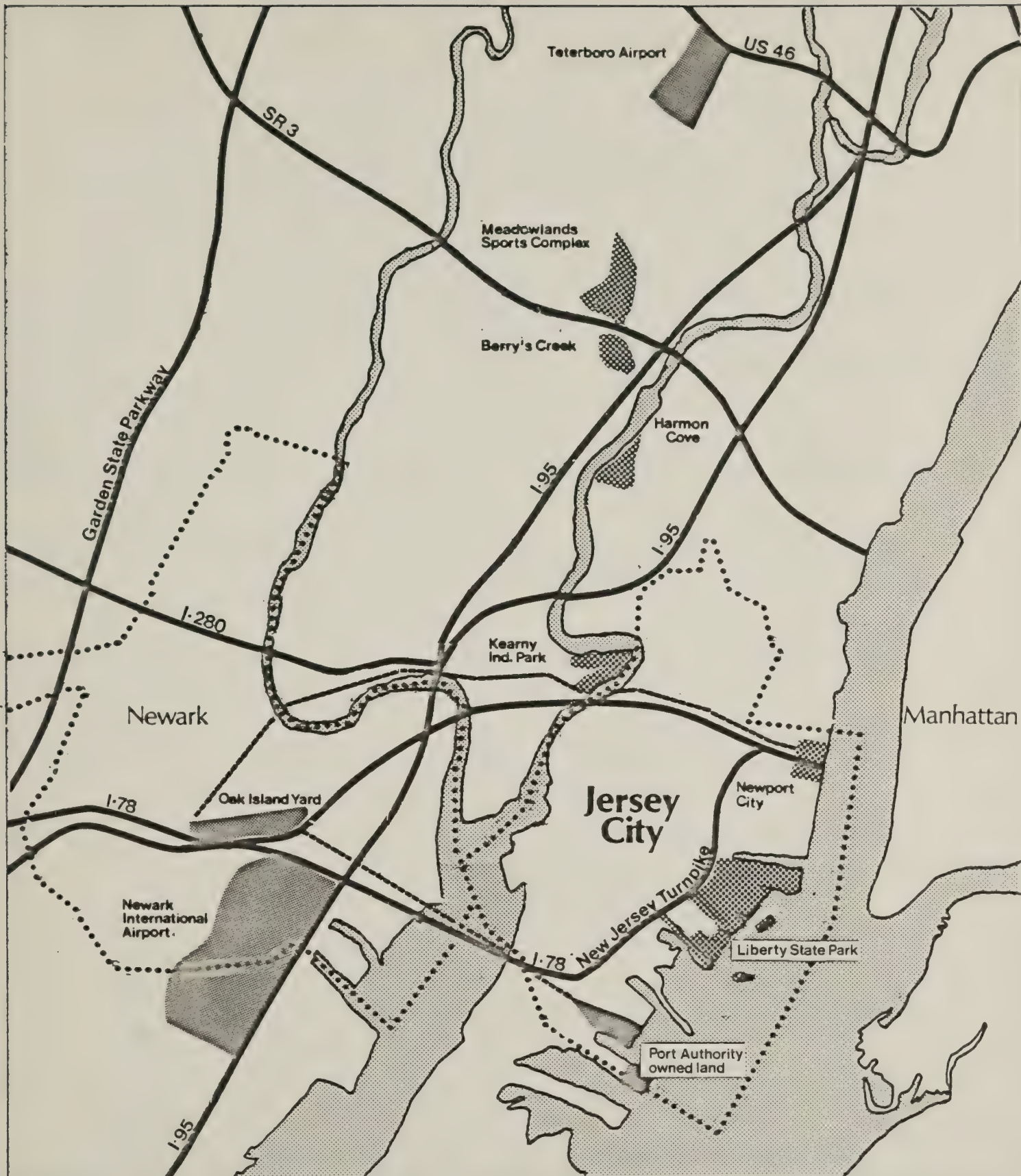
2.1 Regional Context

Jersey City, the county seat of Hudson County, is the second largest and one of the most densely populated municipalities in the State of New Jersey. The City occupies 10,115 acres that extend across a peninsula bounded by the Hudson River and Upper New York Bay on the east, by the Kill-Van-Kull on the south, and by Newark Bay and the Hackensack River on the west. Rising across the Hudson River are the skyscrapers of Lower Manhattan, while beyond the Hackensack River lies Newark, New Jersey's largest municipality. Figure 3 illustrates Jersey City's location in the region.

The Port of New York and New Jersey is the focus of the region, providing the nucleus for local, national, and international commerce and trade. Historically, Jersey City's role was vital in the Port's development. During the nineteenth century the railroad became the prime mode of transportation and shipping, and many major manufacturing establishments were attracted to Jersey City because of its prime location along the Hudson River. Large tracts of land were purchased and developed as terminal facilities, and Jersey City became the major port of entry for Manhattan.

With the advent of modern trucking, the suburbanization of industry, and the migration of city dwellers to outlying areas, the economic base of Jersey City has weakened considerably. The once bustling waterfront area now lies dormant, and several of the City's neighborhoods are in need of revitalization. The population has continued to decline in number over the past decades, and competition from Manhattan, Newark, and surrounding suburban centers has limited any growth in retail and office development.

The development of the Hackensack Meadowlands not only for sports facilities but for retail development in the proposed Berry's Creek area and the new residential construction at Harmon Cove represent a new magnet north of Jersey City. If the



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3 Regional Location



Major
Thoroughfares



Major Rail Lines

Meadowlands development occurs, it can be expected to absorb a significant percentage of market growth, some of which will be at the expense of the older cities of the region including Newark and Jersey City.

Not all trends have been negative, however, and over the past few years, the overall shape of Jersey City's future has started to change. Large-scale clearance of unused land and renewed developer interest have provided the first step toward major physical improvement within the City. In particular, potential new development can take advantage of the following specific benefits:

- o Jersey City remains a major transportation crossroads, with easy access to airports, train stations, and the interstate highway system.
 - Newark International Airport, ten miles southwest of Jersey City and the newest major airport serving Metropolitan New York, is more quickly and easily reached than either LaGuardia or JFK airports.
 - The PATH system, a ten minute commute to Manhattan's financial district and a link to AMTRAK at Newark's Pennsylvania Station.
 - Interstates 95, 80, 78 and 280 and the Garden State Parkway serve northern and southern New Jersey and the Jersey Shore and provide major access to the region.
- o The creation of Liberty State Park, New Jersey's first urban state park, is a primary step in the overall development picture. The park, related to the Statue of Liberty and Ellis Island, provides a natural environment in one of the nation's most densely populated urban areas and is a symbol of the viability of land reclamation along the Jersey City waterfront (Figure 4).
- o The cleared and underutilized land on the Hudson waterfront provides an important potential for new mixed use development in that:
 - large parcels of land are available under unified ownership;
 - land costs are significantly less than in competing areas;
 - the area has spectacular views of lower Manhattan and the harbor area; and,



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4 Site Context

the waterfront provides opportunities for marina and other water-related activities.

These features of the City's urban environment are referred to in more detail within the sections discussing each major land use element.

2.2 Population

According to the decennial census, the population of Jersey City reached its peak in 1930, when 316,715 residents were counted. The ensuing decades showed declines, to 276,101 in 1960 and then to 260,350 in 1970, a shrinkage of 5.7 percent. This decline was followed by a sharp contraction to 223,532 in 1980, a drop of 14.1 percent from the previous decade. In the 1970s, the portions of Hudson County outside of Jersey City showed a decline of 4.0 percent. Hudson County in 1980 had a population of 556,972, with Jersey City accounting for 40.1 percent of the total.

Apparently a major alteration took place in the City's racial and ethnic composition between 1970 and 1980. According to the reported figures for Jersey City, the white population dropped from 78 percent of the total in 1970 to 57 percent in 1980, a decline of 37 percent. The black population rose from 20 to 28 percent during that interval and "other" groups (which include some 13 categories) advanced from 1 percent in 1970 to 15 percent in 1980. To understand how much change actually took place, it must be recognized that most Hispanics were counted as white by the census in 1970 while in 1980 many categorized themselves as "other," that is, neither white or black. This inconsistency in classification makes it difficult to develop little more than a rough estimate of the true change in the racial distribution of the population during the decade.

Estimates developed by imposing reconciling assumptions on the data for 1970 and 1980 place the white population (including a portion of the Hispanics) at 73 percent in 1970 and 57 percent in 1980 and show the black ratio rising from 21 to 28 percent. Hispanic "other," consisting largely of persons who think of themselves as an ethnic rather than a racial entity, expanded substantially from 5 to 9 percent of the total.

Perhaps most interesting is the expansion in the polyglot character of the population, with Asians, American Indians, Hindus

and Polynesians moving from a little more than 1 percent in 1970 to 6 percent in 1980. Within these general groups were such people as Egyptians, Cypriots, Israelis, Soviet Jews, Koreans, and Filipinos who came to Jersey City in search of an American foothold.

The age distribution of the population has also changed, influencing the activities of the City. Between 1970 and 1980, all but one age group showed an absolute decline, the exception being the 18 to 34 year old group, which increased 3 percent. This is the age group that consists of young, energetic workers learning or perfecting job skills, entering and establishing themselves in the labor market. It is also the group within which household formation is strongest. The number of young people 6 to 17 years of age dropped by approximately 25 percent, sharply diminishing the demand for all types of elementary and high school facilities. A decline of similar magnitude occurred in the 35 to 64 age group, which constitutes the major wage earners and householders on whom the school age population and the aged depend. A modest drop of 14 percent occurred in the 65 to 74 group, which is considered to be the well-elderly, the age range at which withdrawal from the labor force begins full or part time and retirement activities begin.

In general, given today's budgetary constraints, it is good news that the proportion of people needing services, be it schools or senior citizen's centers, is decreasing, while the proportion in the age groups that provide labor market and household services has risen.

The future population of Jersey City will result from natural increase (the excess of births over deaths) and net migration. Natural increase tends to be the more predictable of the two factors because it is a function of the existing population and thus tends to move more smoothly from year to year. Net migration is a more complex phenomenon consisting of people who leave in response to various push and pull factors, and people who arrive spurred by the availability of affordable housing, employment opportunities, and the presence of relatives and friends.

The birth rate in Jersey City has declined steadily since 1960, when it stood at 24.4 births per 1,000 persons. By 1970, it had dropped to 20.7 per 1,000, and it reached 17.7 per 1,000 by 1980. If this trend continues, the birth rate for 1990 will be in the vicinity of 15.3 per 1,000.

The expectation of a further decline is based on the fact that the total national birth rate declined sharply between 1960 and 1980, even though the population contained an increasing proportion of black, Hispanic, and other groups that have higher birth rates than the white population.¹ Thus we can assume that the aggregate birth rate for Jersey City will continue to decline but at a slower rate.

The death rates in 1980 amounted to 11.4 per 1,000 persons after having fluctuated around that number during the 1970s. The general expectation is for a further decline in the national death rate for all sectors of the population, and there is no reason to doubt that Jersey City will enjoy the same improvement. The rate of natural increase in Jersey City would thus proceed along the lines shown in Table 1.

Table 1 Birth and Death Rates, 1966-1990

	Birth Rate (per 1,000)	Death Rate (per 1,000)	Rate of Natural Increase (per 1,000)
1960	24.4	12.0	12.4
1970	20.7	12.0	8.7
1980	17.7	11.4	6.3
1985 (est.)	16.5	11.0	5.5
1990 (est.)	15.3	10.5	5.2

¹Comparable data by race or ethnic group are not available for Jersey City. National figures, however, show that in 1981 total births per 1,000 women were 68.5 for whites, 81.3 for blacks and 99.2 for women of Spanish origin. These data show that black birth rates were 19 percent higher and Hispanic rates were 45 percent higher than white birth rates. Fertility of American Women: June 1981 (Advance Report), Population Series, p. 20, No. 369, March 1982, Bureau of the Census.

The rate of natural increase declined by roughly one-half between 1960 and 1980. In other words, in 1960, Jersey City could tolerate a net outmigration of 12.4 persons per 1,000 residents and still maintain the same aggregate population; by 1980, however, the break even point had declined to 6.3 persons per 1,000, and by 1990 it is projected that a net outmigration of 5.2 per 1,000 per year would cause the population to decline. This means that it will be a greater challenge than before for Jersey City to maintain its current level of population. More so than in the past, Jersey City's future will depend on the amount and quality of its housing stock and the job opportunities in the City and its immediate environs.

It is possible to make rough projections of the 1990 population. A crude population analysis reveals that a net outmigration of approximately 50,000 took place between 1960 and 1969 and of 59,500 took place between 1970 and 1979, an increase of 9,500 between the two decades. If the same increase is assumed to occur between 1980 and 1989, the total outmigration for 1980 to 1989 reaches 69,000. Subtracting this outmigration from the 1980 population of 223,500, then adding the estimated natural increase of 14,000 results in a projection of 168,500, or a 25 percent decline during the decade. If the net outmigration is only one-half of the projected trend (i.e., 34,500) in the ensuing decade, the projected population in 1990 will equal 203,000, a decline of 9 percent.

2.3 Housing

Among the many significant measures of the adequacy and quality of the housing supply of a community are the condition of the units and the degree of crowding of the occupants. A third measure is the burden that the cost of housing places on the budget of the household and what the consumer is able to obtain for his or her dollar in the housing market.

The condition of housing has been a problem in Jersey City since at least 1940, when the first housing census collected data on this subject. The stock has improved considerably since that date, but a CETA Census Survey undertaken by St. Peter's College in 1978 revealed nevertheless that 30 percent of all units were below standard condition; the bulk of these units were found in rental housing.

Part of the reason for the prevalence of poor housing is the age of the stock. According to data produced by the Division of Urban Research and Design, 77 percent of the existing units were erected before 1940.

The most widely used measure of housing condition is whether the housing unit contains all plumbing facilities. This measure is a minimal index of housing quality because if a unit lacks plumbing, it is likely that it also suffers from other deficiencies. In 1980 only 4.4 percent of all housing units lacked some or all plumbing facilities, a modest improvement over 1970, when the rate was 6.0 percent and substantial progress over 1960, when it was 16.6 percent.

A second important measure of housing condition is degree of crowding. In 1980 9.1 percent of the occupied housing units contained 1.01 or more persons per room, a sharp drop from 10.9 percent a decade earlier. Severe overcrowding (more than 1.5 persons per room) in 1980 was found in only 3 percent of the households.

(a) Rents and Value

It is not possible to state with any degree of accuracy how many households pay in excess of 25 to 30 percent of their income for rent, a level that is considered reasonable in view of the other needs of daily life. Observers have commented that income levels in Hudson County "have consistently trailed the state's averages whether in times of high economic activity ... or in times of unemployment," and Jersey City has a per capita income lower than the county average.¹ The 1978 median income for a family of four was estimated by the Division of Urban Research and Design to have been \$16,300 at a time when the low/modest income level was \$17,050, placing 53 percent of the families below that mark.

But rents and value of the existing stock were also low. The median contract rent in 1980 was \$177 per month, with 31 percent under \$150, 56 percent from \$150 to \$249, and 13 percent over \$250 month. These are low rents indeed and may reflect the age of the housing supply. Similarly, owner-occupied units

¹Hannah W. Kahn, An Economic Profile of Hudson County, New Jersey, July 1979, New Jersey Department of Labor and Industry, p. 34.

are low in value with the median falling at \$30,600 and only 10.7 percent at \$50,000 or over in 1980. Condominium units reflecting a considerable amount of recent renovation showed a mean value of \$39,300 in 1980. These modest values are partly due to restraint on rent increases because of the rent control program and, for home owners, the effect in the late 1970s of diminished availability of mortgage money and high interest rates.

(b) Changes in the Housing Stock

Changes in the housing stock between 1970 and 1980 tend to confirm the declining aggregate demand for housing suggested by the drop in population and the low rent-value distributions. Between 1970 and 1980 the total number of dwelling units in Jersey City dropped by 4,049 units.¹ New construction from 1970 to 1979 added 3,406 units to the stock, and estimated demolition withdrew 4,000 units leaving a net difference of roughly 600 units. The discrepancy between this figure and the drop in the inventory was roughly 3,450, which means that many demolitions were undercounted, undoubtedly due to abandonment, non-legal demolition, and losses because of fire, flood, or other disasters. In addition, no allowance was made for net conversions which may have added at least some 250 units during the decade. This means an additional 3,700 to 7,700 units which yields a demolition rate of 8.4 percent for the decade.

In general, it appears that the large number of withdrawals reduced the supply sufficiently to counteract the weakness in the housing market that may have taken place because of population decline or lowered incomes. Market demand was supported by internal mobility within the City plus substantial gross immigration plus public support. Owner occupied single family homes almost doubled in value from \$16,400 in 1970 to \$30,600 in 1980, a period in which there was virtually no new construction in this category. Moreover, according to the Tax Assessor's Office, transactions stood at the high level of roughly 2,000 a year in a universe of 36,000 parcels, of which 23,000 are 1- to 4- family structures and 2,000 are apartment houses.

¹ Deborah L. Moses, "Downtown Jersey City Housing Market Study," Rick Cohen and Associates, April 1980.

The market was undoubtedly sustained in Jersey City as it was elsewhere by a rush to purchase real property in the mid 1970s as a hedge against inflation. But as inflation continued, mortgage interest rates jumped from a single digit into the high teens, raising debt service as well as house prices. By the early 1980s, mortgage interest rates stood at 17 1/2 percent plus 3 points, which dampened the market except in special circumstances as noted below.

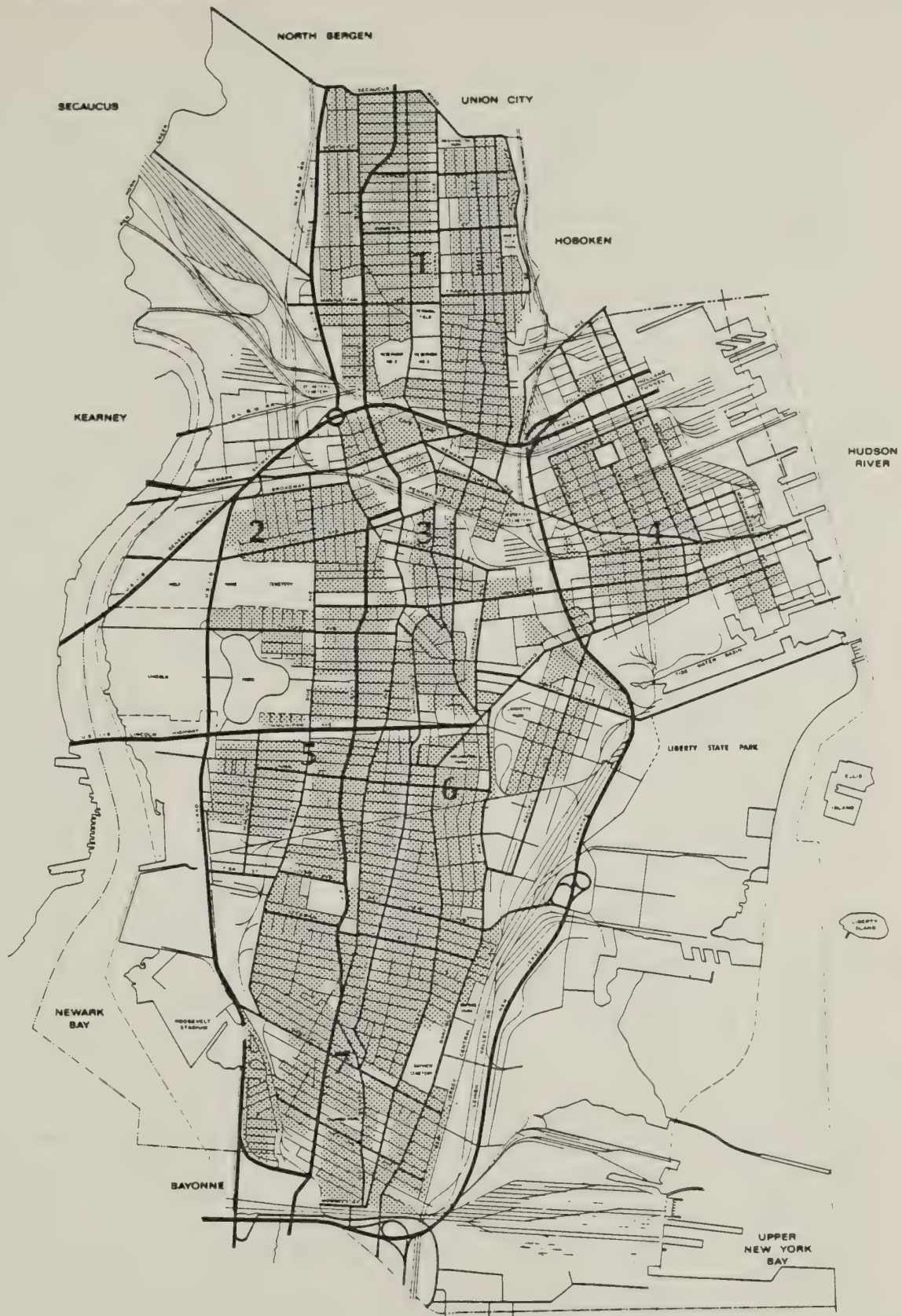
(c) The Constituent Communities

Figure 5 shows the areas presently used for residential use and the main neighborhoods within the City.

The Downtown area, the oldest section of the City, has special attributes, including a magnificent view of the New York skyline, the Statue of Liberty, and the Upper New York Bay. It contains a good portion of the remaining developable land in the City and many interesting old residential structures. It also is readily accessible via the PATH lines from Journal Square, Newark, and lower Manhattan. But above all, the downtown area has the ability to retain the younger business and professional people who might be attracted elsewhere, and to draw on the large number of people who want to live within a short commute from their place of employment. In Jersey City's downtown, these people can find accommodations comparable to those in Manhattan for one-half to three-quarters of the price. Downtown is the principal section of the City that falls within the large and growing lower Manhattan housing market.

Considerable improvement has been made in the Downtown area during the past decade. Many deteriorated buildings have been removed, and the Montgomery Gateway and Ninth Street project areas, among others, have been constructed. There are new tall slab structures with low land coverage, as well as small two- to four-family structures with yards or gardens. The area also contains many small and moderate size buildings that have been, or are potential, candidates for rehabilitation. All of this has been accomplished by a variety of public and private development efforts.

A number of times in the recent past, developers have proposed large-scale housing and mixed-use projects only to have the project evaporate prior to implementation. Now again a large development is proposed on the northern waterfront containing a shopping mall, offices, and condominium apartments.



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5 Existing Residential Use

- | | |
|-------------------|---------------------|
| 1. Hudson | 5. Westside |
| 2. Marion | 6. Bergen/Lafayette |
| 3. Journal Square | 7. Greenville |
| 4. Downtown | |

The development potential of Downtown is now ripe and whether it comes in small or moderate or large scale is a matter of perspicacity, vision, and financing. The scale of development, however, is a significant planning datum, for the smaller the scale, the more important it is to have a land use and housing plan to guide future development in this area.

The other communities of Jersey City have different attributes and therefore require different planning approaches. Hudson City contains a high proportion of well maintained, attractive single-family homes that will look after themselves as long as low-density residential zoning continues and the units are purchased by occupants with the same economic status and outlook. Pockets of decay east of Webster Avenue need to be corrected, which should not be too difficult, since many of the buildings are basically sound and some have fine views of the Manhattan skyline.

Similarly, Marion is an area with a relatively high proportion of home ownership and well-maintained homes. It has the social cohesiveness that comes with protracted occupancy by Italian families, although some slow change has begun as members of the second or third generation move to newer areas and their places are taken by Near Eastern and Hispanic families whose first residence in Jersey City was in Journal Square. Attention needs to be paid to conservation and deterioration or abandonment.

Housing in Journal Square has the advantages and disadvantages of the busy central commercial area of any city. It offers the convenience of being close to an ample variety of goods and services but also suffers from its transitional status and the noise and activity that accompanies retail trade. The housing includes a large proportion of multi-family structures occupied by childless couples and single persons. Some of the streets and buildings are not particularly well-maintained, but improvement has begun. There is the St. John's Luxury High Rise development, which contains 800 units and the Summit condominium apartments that are being offered at \$100,000 for a two-bedroom unit. The Journal Square area needs to have such investment opportunities encouraged with efforts made to provide the necessary City support to nudge them along.

Almost one-half of Bergen at one time was occupied by middle class Jewish families who lived in larger than average one- and two-family houses that still command \$50,000 to \$75,000 on the market. The area also contains many apartment houses that deteriorated during the 1960s and 1970s. Many of these buildings

have been rehabilitated largely with federal and state support and the area is beginning to turn around. It is now ethnically mixed with blacks, Hispanics, Near Eastern Coptic, and Korean families in residence. The remaining pockets of decay need to be excised and the process of neighborhood improvement continued.

The Greenville community area is large, diverse, and difficult. The quality of housing in it runs the spectrum from very good to dilapidated. Many streets are tree lined with well-maintained single family homes. Some streets are mixed, showing some facade improvements and some neglect. There are many streets where the range of quality is from poor to terrible, with apartment buildings boarded-up, burned out, or abandoned, and with empty lots strewn with refuse. Martin Luther King, Jr. Drive (Jackson Avenue), the former commercial spine, now has few operating shops. The City owns much of the land fronting on this street and hold liens on many parcels; the remainder is burned out, abandoned, or demolished. It is a community in dire need of planning help. Greenville has had several Section 8 projects completed, in process or pending, but the number of available units is far below the current need. It is still possible to conserve the better residential sections such as Greenville and Country Village by concentrating future rehabilitation and other types of improvement around them. The fact that the City controls most of Martin Luther King, Jr. Drive should make it somewhat easier to restore or redevelop that important street.

Despite its proximity to Liberty State Park and the Downtown section, Lafayette is perhaps the most depressed area in the City. A relatively large proportion of the occupied units are in need of repair, and there has been much abandonment. The City owns a considerable amount of the land, taken because of tax arrearage. In general, there are few bona fide conveyances, and there seems to be no market for real property in the area. In major part, the absence of a market is due to the low incomes of the area's residents and their inability to pay any but the lowest rent, which perpetuates the downward spiral of deterioration. It would seem that an initial step to take in this area would be to more vigorously enforce the building and housing codes and encourage the amount of residential rehabilitation that local household incomes can support. It may be necessary to condemn the worst units and to relocate their occupants to more habitable accommodations.

(d) Federal and State Aid to Housing

Jersey City has sought and been the recipient of most federal and state housing assistance programs. In fact, between 1970 and 1977, 78 percent of all new construction was undertaken with some sort of federal or state assistance. These programs include federal public housing, rent supplement, below market interest rate programs of the FHA Section 235 and 236, and the Section 8 housing subsidy program. (For details see The Development Activity Status Report, Office of the Mayor, May 24, 1982.) According to the Division of Planning Records, as of June 1981, there were 9,255 subsidized units in Jersey City, or 10.5 percent of the total supply, more than two-and-one-half times the average rate for urban areas in the United States.

This statistic is not surprising given the modest incomes of the Jersey City households and the age of the housing supply. In fact, in 1979 the Division of Planning estimated that 31,079 households, or 38.5 percent of all occupants, were in need of some type of housing assistance. Elderly and handicapped accounted for 29.2 percent of the total households in need of assistance and large families were 17.1 percent of the total; in other words, less than half of the households in need represented a special sector of the population, while more than half were typical families.

2.4 Commercial

Commercial land uses comprise both retail activities and office activities. The focal points of retail activity in Jersey City are strip commercial uses along Martin Luther King, Jr. Drive in the Greenville area and along Central Avenue in the Hudson City neighborhood, several blocks of stores in Journal Square, and the stores in Pathmark-Hudson Mall Plaza. Minor strip centers also exist along Newark Avenue and Westside Avenue, and an automobile retail area is located along Communipaw Avenue (see Figure 6).

The area along Martin Luther King, Jr. Drive serves the immediately surrounding neighborhoods. It is in a state of physical deterioration and is experiencing problems of arson and building abandonment. Increasing physical blight and a rising crime problem have discouraged shoppers from entering the area.



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6 Existing Commercial Use

The Central Avenue stores are in a stable neighborhood and are well-maintained. The stores draw mostly from the Heights area and to a degree from outside of Jersey City as well. Approximately half of the establishments are convenience stores (such as drug stores and small grocery stores) with the remainder offering comparison goods such as clothing, handbags, and appliances. Although Central Avenue is a strong focal point of commercial activity, it is experiencing a decline in sales. Merchants feel that, in addition to reflecting the current national economic trend, the sales slump is exacerbated by traffic congestion and inadequate parking, which are definite drawbacks to the continued viability of the area. No central parking facility exists, and on-street loading/unloading of trucks adds to the traffic problems.

Although located in the traditional Central Business District (CBD) of Jersey City, Journal Square's retail portion is not typical of a CBD. It contains a wide range of both convenience and comparison goods, but many of the stores offer discount merchandise more typical of strip centers. There is also no department store to serve as a primary magnet for drawing in shoppers. Merchants in this area are experiencing a slight slump in sales which they attribute to the overall recession.

Stores in Pathmark Plaza along Route 440, which draw from Western Jersey City and Bayonne, are of more recent origin than stores associated with Martin Luther King, Jr. Drive, Central Avenue, or Journal Square. The 50,000 square foot Pathmark store is new and is experiencing a growth in sales, probably because of its inventory. Sales in smaller shops in the plaza, however, are declining. Shoppers apparently buy what they want at Pathmark or K-Mart and then leave.

Both retail sales and employment have declined since 1966 according to the New Jersey Department of Labor Covered Employment Trends. The employment decline has been 8 percent.

There are currently two office centers within the City. The primary area is Journal Square, which is a center for financial institutions, legal offices, and business services. The orientation of these offices is primarily local rather than regional. However, the recent movement of Citibank's Computer operations to the PATH Center building as well as similar proposals by other firms indicates that the character of the Square's office activities may be changing.

The second office center is located at Exchange Place, which houses financial service offices. Unlike Journal Square, the

offices at Exchange Place are more regionally oriented. Indeed, their primary interactions are with the Wall Street financial center in Manhattan. These activities account for approximately 9 percent of the City's employment base, representing over a 100 percent increase since 1966 and one of the City's only growing sectors.

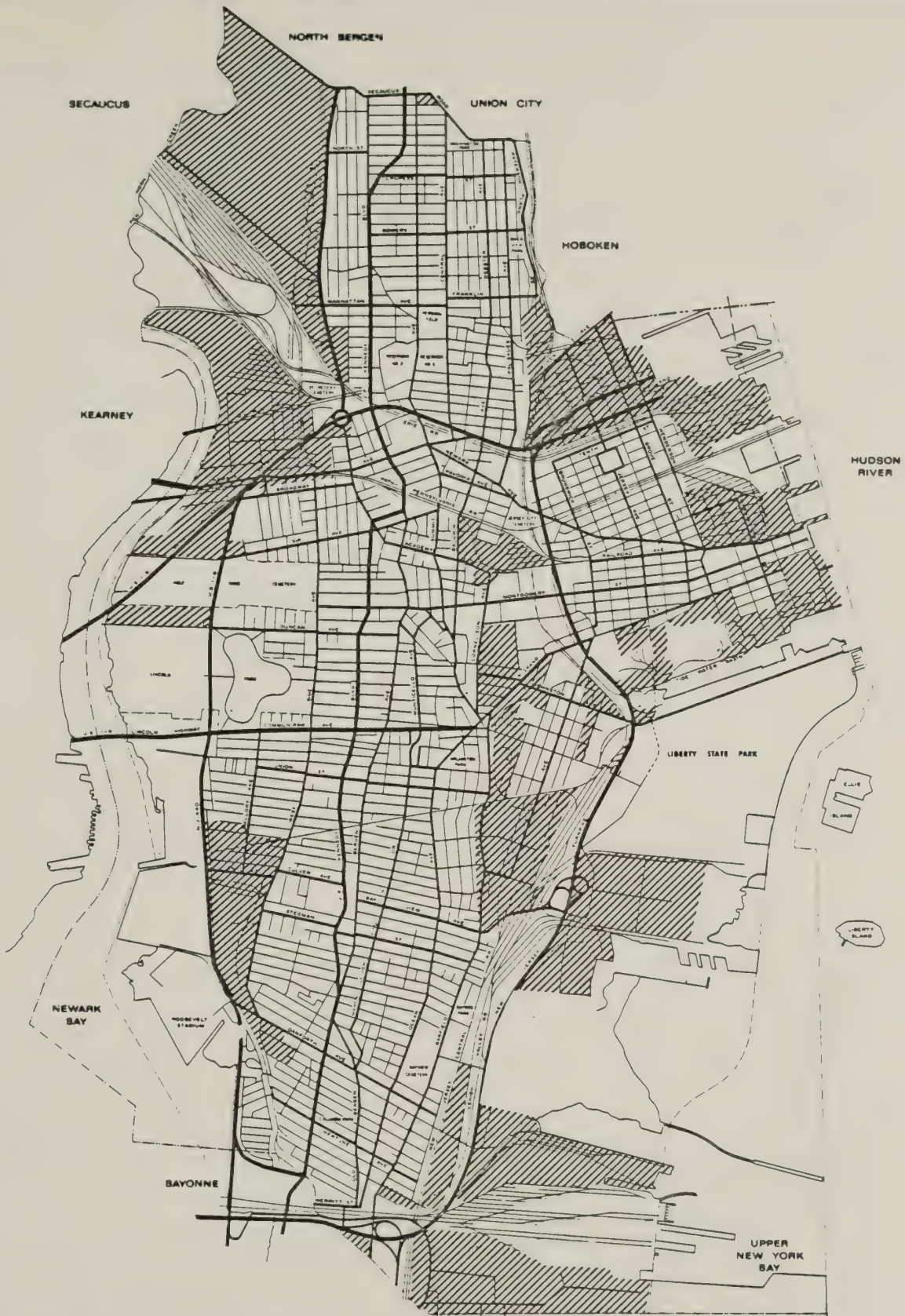
2.5 Industry and Warehousing

The post-World War II construction of the interstate highway network, technological changes in manufacturing production, and the rise of the trucking industry all contributed to a decline in the importance of manufacturing in Jersey City. The City's industry, once dependent on rail access, has now decentralized to larger, lower cost tracts of land with good highway access in suburban and non-metropolitan locations. Former industrial areas are currently either vacant or have been converted to warehousing operations. The following sections describe the present trends for industry and warehousing in terms of spatial distribution and economic importance.

(a) Land Use

As shown in Figure 7, the spatial distribution of both industry and warehousing has changed little since 1966. Both uses are concentrated on the periphery of the City, clustered around rail lines, rail yards, and highways. A band of manufacturing facilities, warehousing, and truck-related services exists along Route 1 and 9 in the vicinity of Tonnele Circle. For the most part, the manufacturing facilities in this area are small, although the U. S. Post Office Foreign Bulk Mail Center is located in this section of the City.

The Holland Tunnel area of the City is dominated by several large warehousing facilities and small manufacturing establishments. A similar area between the Tunnel and Exchange Place is now largely vacant. Additional facilities run along the Hudson waterfront as far inland as Henderson Street. In the area of Liberty Park, an industrial park catering to light industry exists in apparent good health. Further south, the waterfront is dominated by abandoned rail yards and the scrap metal yards on Caven Point.



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7 Existing Industrial Use

Relatively small warehouse and manufacturing facilities are also intermixed with residential areas along the central corridor of the City between Kennedy Boulevard and Garfield Avenue. This pattern is particularly evident south of Communipaw Avenue.

(b) Economic Pattern

Between 1966 and 1982 some significant shifts in Jersey City's industrial structure occurred. As in many of the older north-eastern cities in the United States, employment in the manufacturing sector decreased while increases were occurring in the finance, insurance, real estate, and service sectors. In Jersey City, however, the loss in manufacturing has not been offset by growth in other sectors, and total covered employment has declined by 19 percent since 1970. The 43 percent decrease in jobs in the manufacturing sector since 1966 is a result of the loss of a number of major employers that moved out of Jersey City in the early 1970s. Some of these firms relocated to other states, some went out of business, and some moved to new and larger plants in less developed suburban or non-metropolitan areas.

In 1966, industrial employment in Jersey City was concentrated in firms producing apparel, chemicals, fabricated metal products, electrical and electronic machinery, non-electrical machinery, food and kindred products, printing and publishing, and paper and allied products. From 1966 to 1980, there was a large decrease in employment in firms producing chemicals, fabricated metal products, non-electrical machinery, and electrical and electronic machinery: these four industry groups accounted for 49 percent of jobs in manufacturing in 1966 but only 31 percent in 1980. Nearly every industry experienced a net loss of jobs during the 1966 to 1980 period. Table 2 on the following page shows trends in covered employment during this period.

Within the non-manufacturing sector, trucking/warehousing has continued to be a stable and viable component of the City's economic base. Although warehousing operations employ fewer people per square foot than other types of firms, their low overhead costs for labor and utilities and their proximity to markets (which results in lower transport costs) have enabled them to maintain a profit margin under economic conditions that have forced manufacturing firms to close or leave the City.

Table 2 Jersey City: Covered Employment by Major Industry Group

Major Industry Group	Covered Employment				
	1960	1966	1970	1975	1980
Manufacturing	30,957	30,696	29,904	18,301	17,009
Wholesale & Retail	14,139	13,789	15,172	14,202	12,625
Transportation	8,192	9,662	10,033	7,902	7,073
Communications & Utilities	2,669	2,401	2,809	1,832	1,644
Small Service & Amusements	6,349	7,521	9,914	11,427	13,085
Finance, Insurance & Real Estate	2,838	2,546	4,359	4,274	5,263
Construction Contracting	1,469	2,551	2,389	1,044	1,165
Mining, Agric., & Other	-	-	20	74	13
Total COVERED EMPLOYMENT	66,731	69,273	71,585	59,506	57,875

Source: Covered Employment Trends for New Jersey by Geographical Area, New Jersey Department of Labor and Industry

2.6 Public and Institutional Uses

This section briefly reviews the present status of major public and institutional uses.

(a) Community Facilities

Library Facilities

There has been very little overall change in the Jersey City library system since 1966. The only new facility opened since that time is the Pearsall Branch Library at 104 Pearsall Avenue. Due to budget limitations, capital improvements have been held to a minimum. At the present time, the only planned improvements to the system include the consolidation of the Pavonia Branch and Biblioteca-Criolla Branch into a single, more permanent facility. Also, the West Bergen Branch, representing rented space on a month to month lease, will probably be moved

before the end of 1982. A nearby site on West Side Avenue is currently being evaluated.

U. S. Postal Services Office

The only change that has occurred with respect to U. S. Postal Service Offices operating in Jersey City was the closing of the Parcel Post Annex on Grove Street in 1975. There are no plans to open new offices, change existing office locations or close existing facilities.

Hospitals

Since 1966, there have been a number of changes in Jersey City's hospitals. These changes have included the expansions of Christ Hospital and St. Francis Hospital and the closing of Fairmont Hospital. Also, medical services have been consolidated at the Jersey City Medical Center, thus freeing buildings for alternative uses. In addition, the Jewish Hospital and Rehabilitation Center, at 198 Stevens Avenue, should be included as an operating facility.

Public and Private Schools

Because of the City's declining population and the change in its age distribution, student enrollment has been decreasing. This decrease amounts to over 4,900 public elementary school students and 900 public high school students since 1967. As a result, the Jersey City Board of Education has been able to close three elementary schools over the past few years.

Since the 1966 Master Plan was prepared, two new public school facilities have been established in Jersey City. The first, the Hudson County Vocational School, located at 475 Montgomery Street, was established in 1980, and the second, Hudson County Community College, located at 168 Sip Avenue, was established in 1975 and organized as a full-fledged community college in 1981. Enrollment at the community college totals approximately 3,000 while the vocational school will have an enrollment of approximately 1,000 by September 1982.

In addition, renovations of existing school facilities have been completed and more are in the planning stages.

Public and Private Colleges

Since 1966 Jersey City's two major colleges, St. Peters and Jersey City State, have undertaken significant expansions to meet rising enrollments. These expansions have been substantially completed and little additional changes are expected in the near term future.

Jersey City Police Department

Since the 1966 Master Plan, the Jersey City Police Department has been reorganized from six separate precinct operations to four district operations: the North, South, East, and West Districts. The North District, formerly the Sixth Precinct, maintains the same office location at 284 Central Avenue. The South District, formerly the Fifth Precinct, maintains the same office location at 191 Bergen Avenue. The East District, formerly the First and Second Precincts, maintains the First Precinct's office location at 295 Newark Avenue. The West District, formerly the Fourth Precinct, maintains the same office location at 575 Communipaw Avenue. Jurisdiction for the former Seventh Precinct has been divided between the West and North Districts.

The former Seventh Precinct building, 769 Montgomery Street, has been converted to exclusive use by the City's Municipal Court system. The former Second Precinct building (207 7th Street) is now being used by the Department's Detective Division. Police Headquarters remains at 8 Erie Street.

There are presently no plans to establish new facilities or to relocate or consolidate existing facilities. The severe limitations on funding for capital improvements limit the Department's ability to improve its facilities.

Jersey City Fire Department

The Jersey City Fire Department operates seventeen fire stations throughout the City staffed by eighteen engine companies and eleven truck companies. Construction of the new Fire Department headquarters at 465 Henderson Street is nearing completion. This facility will also house Engine Companies 1 and 6 and Truck Company 2, which will vacate their present facilities. The Morgan Street Station (Engine Company 1) and the Ninth Street Station (Engine Company 6) will probably be sold.

The 1966 Master Plan identifies Rescue Companies 1 and 2 as part of the Fire Department's operation. Staffing limitations have forced the elimination of both of these companies. There are no known plans to establish rescue services at this time.

The draft 1979 Comprehensive Master Plan discusses the consolidation of the seventeen fire houses into ten stations, which should be given further study and consideration in the updated Master Plan.

2.7 Recreation and Open Space

(a) Existing Conditions

Jersey City has fifty-five municipal parks, two Hudson County parks (Lincoln Park and Washington Park), and one State Park (Liberty Park) (see Figure 8).

The municipal parks can be classified according to their general orientation and level of service, as shown in Table 3.

Table 3 Jersey City: Municipal Park Classification

<u>Facility Type</u>	<u>Number of Facilities</u>
City Parks	1
District Parks	
Playfields/Pools	8
Community Parks	11
Neighborhood Parks	
Playgrounds/Miniparks	25
Passive Squares	<u>10</u>
TOTAL	55

Source: Recreation Recovery Action Program, Candeub, Fleissig and Associates, Inc., December 1980.



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Scale: 1" = 1,000' 000' 000'

8 Existing Recreation and Open Space

Park

Major Park Proposal

Cemetery

Roosevelt Stadium is the only facility considered to be a Citywide park. Playgrounds, the most numerous of the facility types, have been developed in large part through neighborhood revitalization programs and Redevelopment Agency activities. Typically, they include basketball courts and benches.

District parks with pools and playfields are heavily used because of the scarcity of facilities. Community parks offer a variety of facilities and are used by all age groups; typically including shaded walks and sitting areas; tennis, bocce and basketball courts; play equipment; and, in some cases, playfields.

The outdoor park facilities are supplemented by fifteen indoor recreation centers, which are school facilities. These facilities are particularly heavily used during the winter. They are used for after-school and evening programs, and gymnasiums, indoor pools, and other facilities are used for open play, team play, or instruction.

A common method of evaluating the adequacy of a park system is through acreage standards. Standards of acreage for municipal parkland have been developed by several organizations. One generally accepted standard is that of the National Recreation and Parks Association (NRPA).

According to the NRPA standard, a municipality should have 10 acres of parkland per 1,000 residents. The NRPA standard would require 2,235 acres of parkland to serve the Jersey City 1980 Census population of 223,486. In reality, the City has about 151 acres of municipal parks and playgrounds, an average ratio of .68 acres per 1,000 persons. If county parks and the developed area of state parks, which constitute about 318 additional acres, were included, the ratio would increase to 2.1 acres per 1,000. However, county and state parks are generally not considered in the NRPA standard ratio for municipalities since these parks are intended to meet regional rather than local needs. In the case of Jersey City, though, the county parks function Citywide rather than on a regional basis. Table 4 compares Jersey City's park system to NRPA standards.

In addition to lacking park and open space acreage, Jersey City is apparently plagued by inefficient administration of its park and recreation program. Both the 1974 Master Plan for Parks, Recreation and Open Space and the Recreation Recovery Action Program of 1980 identified administrative problems as a major deficiency of the parks program. The following is a

Table 4 Recreation Standards: National Recreation and
Parks Association

Park Type	NRPA Standard Acres/1,000	Acres in Jersey City	Jersey City Acres/1,000
City	5.0	65.00	.29
District	2.5	77.17	.35
Neighborhood	<u>2.5</u>	<u>8.95</u>	<u>.04</u>
TOTAL	10.0	151.12	.68

Source: Overview Study of Parks, Jersey City Department of
Management and Budget, January 1979.

quote from the 1974 Master Plan:

...it has become apparent that the condition of parks and recreation programming in Jersey City is due in no small part to the methods by which they are administered. This is not necessarily the fault of those persons in direct charge of facilities and programming or of the superiors, but the entire program is a good example of a municipal bureaucracy which renders its program both inefficient and ineffective.

By 1980 the situation had not improved as indicated by the following quote from the Recreation Recovery Action Program:

The system of parks and recreation functions is characterized by the lack of channels for consistent and organized coordination. A City Management and Budget report prepared in 1979 noted the lack of coordination among various agencies concerned with parks and recreation. It was proposed that a central position be created with overseeing functions, to monitor park planning efforts, identify funding sources, evaluate problems of operation, clarify agency responsibilities and jurisdiction over park functions, and maintain constant communication with relevant agencies. This clearinghouse position has received some support, but no action has yet been taken.

2.8 Transportation

From the earliest colonial settlements around harbors and along waterways to today's transit- and auto-dependent cities, the joint development of urban centers and transportation service has been unmistakable. Although exact relationships between land use development and transportation are not completely understood, it is clear that transportation service influences decisions about how land can be used, and conversely, development patterns help determine the type and level of transportation systems necessary to serve them efficiently.

Over its 300 year history, Jersey City has developed a physical pattern based on a high degree of accessibility and mobility. The roadways and rail lines that have been constructed over this long history have provided the means for people to work, shop, socialize, and transact business and were a major factor in Jersey City's rise to the position of New Jersey's second most populated municipality. Each of the many components of the City's transportation network represents an extensive investment in physical and financial resources that can be neither easily replaced nor easily expanded. With a decreased availability of financial resources and increased difficulty in constructing new transportation projects because of public awareness regarding their environmental, energy, and social impacts, the future mobility and economic vitality of the City depends instead on preserving the existing transportation system and correcting those deficiencies that exist.

To evaluate the effectiveness of this transportation system, it is necessary to first evaluate the strengths and weaknesses of each of the components of the system. From such an evaluation comes a review of transportation system goals, objectives, and proposals developed over the fifteen years since the City's Master Plan was prepared. The relationship of past goals and objectives to today's needs, together with new priority areas and emerging issues, form the basis for the following section.

(a) Highways

The development of Jersey City as an important manufacturing, warehousing, and transshipment center has hinged on the ability to transport people and goods within the New York market, which places primary reliance on the City's highway system. In

addition to an extensive local street network, this roadway system includes the New Jersey Turnpike Extension, Routes 1 and 9, and Route 440, each providing excellent north-south connections to the remainder of Hudson County as well as to New York City to the east and Essex County to the West (see Figure 9).

In recent years the primary improvements to the City's roadway network have been in the form of approximately sixty separate improvement projects, each designed to improve traffic flow and safety at critical intersections. A number of major highway improvement projects, however, remain in the planning or design stage with funding limitations, agency priorities or interagency agreements impeding completion. Examples are such proposals as Route 85 (north to the George Washington Bridge), Routes 1 and 9 north (construction of a new parallel roadway), New Jersey Turnpike Extension (north to the Lincoln Tunnel), route 169 (to Caven Point) and Route 185 (to Grand Street. As a result of such delays, transportation on the City's network remains hindered generally by overutilized, under-capacity roadways and many streets that are in need of reconstruction and resurfacing, limited east-west connections and waterfront access routes.

The nature of Jersey City's industrial and commercial base, when combined with its location as a primary accessway to New York City, results in a heavy burden of truck traffic throughout the business day. Truck shipments into and out of Jersey City's industrial and commercial districts compete with intra-city travelers and through-commuters for limited roadway capacity. For example, many truckers seeking to use the Holland Tunnel to New York tend to use local streets in an effort to avoid congestion and delay. Each of these problems, including others involving truck parking and toll avoidance, are severe constraints to the efficient operation of the City's transportation network.

In response to the volume of truck traffic, the City has designated specific thoroughfares for truck use. Upon initial examination, the City appears to be well covered by truck routes. However, many of these routes are limited by height and weight restrictions forced by bridge structure capacities. Other examples can be found where routes are not sufficiently coordinated or identifiable to drivers and thereby divert only minimal truck traffic (see Figure 10). The result is the extensive use of local streets through residential neighborhoods by oversized vehicles. The use of local streets by trucks accelerates roadbed deterioration in addition to contributing to safety problems, traffic congestion, and environmental degradation.





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9 Existing Transportation Facilities

 Major Thoroughfares
 Active Rail Lines

 Passenger Rail Service-PATH

Limitations posed by bridge clearance and weight restrictions are fast becoming a major factor affecting the City's transportation network. Recent years have seen a rise in the use of larger capacity truck trailers with trailer lengths up to 45 feet and height clearances up to 13.5 feet. The mobility of these new trailers will increasingly be restricted by low bridge clearances. Currently, thirty-two of the some sixty-nine bridges within the City have height clearances of less than 13.5 feet (see Figure 10).

More immediate than bridge clearance limitations are the problems posed by bridge structural deterioration. Many vehicular and railroad bridges in Jersey City have long been the victims of deferred maintenance. As a result, increasing numbers of bridges have been closed or have had weight restrictions imposed on them, limiting their use to only automobiles. This too has greatly reduced the overall efficiency of the City's transportation network in general and has had a particularly adverse impact on truck movements specifically (see Figure 10).

(b) Public Transit Service

Jersey City is well provided with public transit service. Extensive light rail and bus service provide convenient, frequent, and affordable transportation within Jersey City and to nearby New York City, other areas of Hudson County, and northern New Jersey.

Rail service between Jersey City and the region's two principal urban centers, New York City and Newark, is provided by the Port Authority of New York and New Jersey through its Port Authority Trans Hudson (PATH) rail operation. PATH maintains seven stations in New Jersey serving Hoboken, Jersey City, and Harrison in Hudson County and Newark in Essex County, with four stations in Jersey City: Journal Square, Grove Street, Exchange Place and Pavonia Street (see Figure 9). PATH trains operate on two schedules providing service to midtown and downtown Manhattan (terminating at 33rd Street or the World Trade Center) as well as Newark, Harrison, and Hoboken. PATH Service to Hoboken and Newark allow connections with the major intra-state rail carriers serving northern New Jersey, New York, Philadelphia, and points north, west and south.

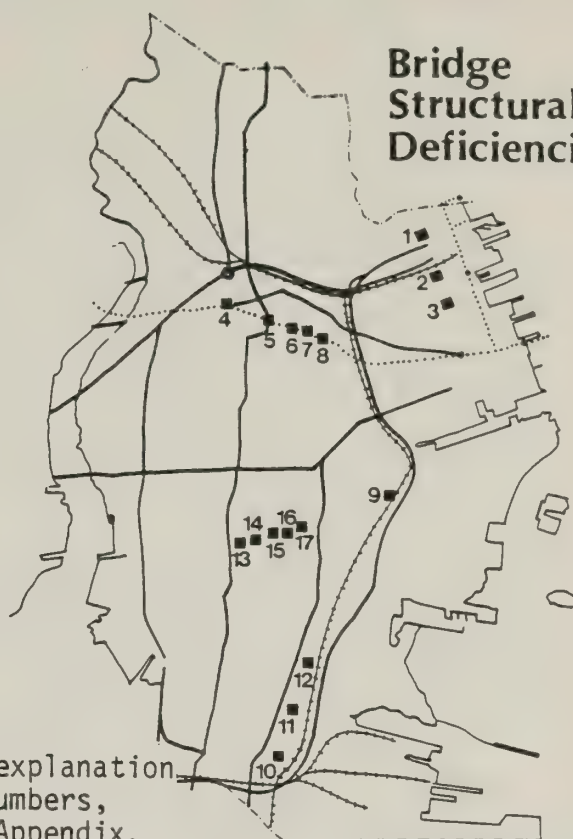
As shown in Table 5, the four Jersey City PATH stations currently serve some 35,400 passengers daily, a 35 percent increase

Bridge Clearance Restrictions



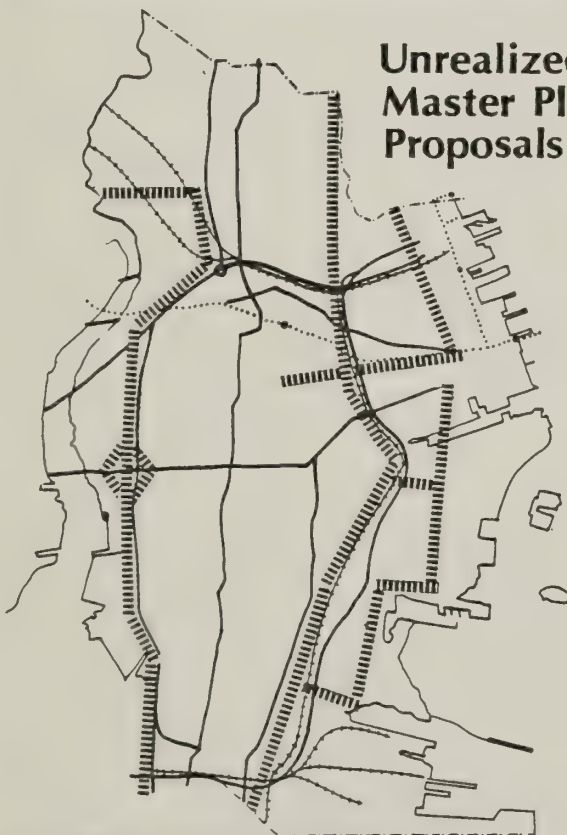
For explanation of numbers, see Appendix.

Bridge Structural Deficiencies



For explanation of numbers, see Appendix.

Unrealized Master Plan Proposals



Truck Routes



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10 Transportation Issues



Bridge clearance less than 13'-6"



Bridge closed, restricted or of questionable condition



Unmet Need



Truck Route

in ridership since 1975. The Journal Square station has been developed as a major transportation center incorporating the PATH station with a bus operations terminal and a park-and-ride lot for those transferring between modes; it currently accounts for approximately 65 percent of the Jersey City total.

Table 5 PATH Patronage: Jersey City Stations, Average Week-day Turnstile Counts

	(All Estimates in Thousands)							
	1970	1975	1976	1977	1978	1979	1980	1981
Journal Square	17.3	16.3	18.0	18.2	19.4	20.6	21.3	22.6
Pavonia Avenue	0.4	0.4	0.4	0.4	0.3	0.3	0.4	1.0
Exchange Place	4.1	3.3	3.7	3.7	3.7	3.9	3.9	4.4
Grove Street	6.9	6.2	6.3	6.4	6.7	7.0	7.0	7.4
TOTAL	28.7	26.2	28.4	28.7	30.1	32.8	32.6	35.4

Source: Port Authority of New York and New Jersey, Rail Transportation Department, July 1982.

The increase in PATH system ridership over the past ten years is a direct result of its low fares, free transfers, and frequent, convenient, and reliable service. While pressures are mounting to increase fares to a level more in keeping with the costs of providing the PATH service, and some fare increase should be anticipated, it is not expected to have any serious impact on the availability or use of the service by City residents.

The Port Authority has no plans to substantially expand or improve existing facilities or services. However, at some future date the Pavonia Street station entranceway may be improved. Development proposed for the area surrounding the Pavonia station will influence the extent and schedule of any such improvements.

There are eleven public and private bus operators offering regularly scheduled transit service within Jersey City. Together these companies provide an extensive bus route system that leaves most residences in the City no more than a short

distance from bus service. Utilization has historically been good with reported ridership in 1974 on all bus routes in Jersey City exceeding 42 million.

Transport of New Jersey (TNJ), the largest bus company in New Jersey, operates ten routes within the City. A number of TNJ routes servicing Jersey City begin or terminate at points beyond the City limits, thus offering Jersey City bus service to most other communities in Hudson County and parts of Essex and Bergen Counties along with extensive intracity service.

Jersey City is also served by ten privately owned bus companies that are part of the Independent Bus Owners Association (IBOA). The IBOA was organized in an attempt to eliminate fragmentation by the sharing of certain costs on common routes. The IBOA operates some nineteen routes in Jersey City and together facilitates more efficient operation by bringing bus service closer to optimum levels.

The availability of bus service is one component of the City's transportation network that has remained fairly stable during the last decade. With only a few exceptions, bus service remains available throughout the City. Those changes that have occurred have affected primarily service schedules and fares; only one route has been eliminated in recent years.

Improvements to bus service will soon be evident through the purchase of new bus shelters (some 52 are slated for installation) and bus stop signs (900 are scheduled for installation). The City is also overseeing preparations of an updated bus service map and schedule that will be available soon to City residents. The most apparent improvement, however, is the introduction of modern Grumman buses, which are in some instances replacing vehicles that have been in use for over 15 years.

(c) Paratransit Service

Special elderly and handicapped paratransit service is provided by Jersey City for its residents through operation of demand-responsive vans supplemented by other private non-profit operators. In addition, private taxi service is provided by twenty-seven taxi companies with headquarters in Jersey City.

2.9 Utilities

(a) Sanitary Sewers and Sewage Treatment Facilities

The sanitary sewers in Jersey City are actually combined sanitary/storm sewers, some of which are over 100 years old. The location and capacity of all sewers are not known since they were not all mapped upon installation. Due to their age, some have collapsed, some are leaking, and others are receiving inflow from groundwater. According to the City Division of Engineering, perhaps only 45 to 50 percent of the sewers are structurally sound. Although the sewers do have the capacity to conduct normal sewage flow, as many as 90 percent of the sewers have inadequate capacity to conduct the combined sewage and storm water flow during periods of heavy rainfall. Portions of the waterfront are not serviced by sanitary sewers, particularly those areas of abandoned railroad yards..

Jersey City has two sewage treatment plants, Jersey City East and Jersey City West. Both are primary treatment plants. The Jersey City East Plant, located at Phillips Street and Communipaw Avenue in Jersey City, serves the easterly slope of the City bounded by Hoboken on the north and Bayonne on the south. The Jersey City East Plant and interceptor system were placed in service in 1957 and are owned and operated by the Jersey City Sewerage Authority.

Flows from City-owned sewers are intercepted by the Jersey City East interceptor (North and South) and conducted to the plant. The interceptor system includes twenty-two float-actuated automatic overflow regulators designed to permit excess storm water to bypass the plant and discharge directly into the Hudson River. The Jersey City East Plant was designed to provide treatment for a waste flow of 46 million gallons per day (mgd). The plant occupies approximately 2.2 acres of an 8.2 acre site owned by the Jersey City Sewerage Authority. It includes screening and grit chambers, pump building, primary settling tanks, and sludge transfer facilities.

The Jersey City West Plant is located north of Roosevelt Stadium on the western side of New Jersey Route 440 opposite Carbon Place in Jersey City. The plant serves the westerly slope of Jersey City and portions of Bayonne, North Bergen, and Union City. Flows from the City's combined sewers are

intercepted by the West Side Interceptor (North and South) and conducted to the plant. The interceptor system contains thirteen float-actuated automatic overflow regulators to permit excess storm water to bypass the plant and discharge directly into Newark Bay. The plant and interceptor system were placed in service in 1957 and are owned and operated by the Jersey City Sewerage Authority.

The Jersey City West Plant was designed to provide primary treatment for a waste flow of 36 mgd. The Plant occupies about 10.5 acres of an 18 acre site. The outfall is in Newark Bay. The plant includes an administration building, operating building, grit chambers, five aerated mixing and primary sedimentation tanks, chlorine contact tanks, sludge thickening tanks, and an incinerator. Sludge from both the East and West plants is treated at the West plant. The sludge is pumped from the East plant via two 6-inch force mains.

According to Charles Davis of the Jersey City Sewerage Authority, the two plants have more than adequate capacity to treat normal sewage flow; in fact, only one shift is currently operating at the plants. Recent regulations regarding required treatment levels will necessitate further study to ensure compliance.

(b) Water Supply

The Jersey City Water Department presently receives its water supply from the Rockaway River by way of two storage reservoirs at Boonton and Split Rock in Morris County. These reservoirs have a combined capacity of 11.6 billion gallons. At the outset from the Boonton Reservoir the water is sterilized by automatic chlorination and is transmitted by gravity flow through twin 72-inch steel mains within a concrete tunnel and aqueduct to two distribution reservoirs in Jersey City. These reservoirs have a capacity of 100 million gallons. The transmission mains into the two distribution reservoirs have a capacity of 100 mgd. At the outlet from the two distribution reservoirs the water receives additional automatic chlorine treatment and is disbursed into the feeder mains for Hoboken and Jersey City. In addition to Hoboken and Jersey City, the City supplies water to Lyndhurst, West Caldwell, Ellis and Liberty Islands, and several industries.

The storage in the Split Rock and Boonton reservoirs represents a 193 day supply. Although the drought of 1980-81 considerably reduced the amount of water stored in the reservoir system,

Jersey City was better off than most other New Jersey water supply systems.¹

Average daily consumption in Jersey City proper is 44 mgd with another 16 mgd consumed outside of the City by others. Although the total average daily consumption is 60 to 65 mgd, consumption does run as high as 80 to 90 mgd on hot summer days.

Distribution mains are generally in need of repair, as is typical of most older northeast cities. Funding is not currently available to replace all the mains that should be replaced within the system. Replacements are made as needed on an emergency basis. Statistics of the Jersey City Water System are continued in Table 6 which appears on the following page.

(c) Storm Water Drainage and Flooding

Flooding has been a recurring problem in Jersey City for two major reasons. First, considerable areas of both the east and west shorelines lie at elevations below ten feet above sea level -- the level of tidal flooding from a 100-year storm. Second, most areas of the City have a combined storm water/sanitary sewer system that is inadequate to handle runoff from a heavy rainstorm.

Areas flooded by the tides are generally vacant areas, industrial areas, and former railroad yards along the shore. However, some residential areas in the old downtown portion of the City are also subject to tidal flooding from a 100 year storm, as shown on the HUD flood hazard area maps.

More frequent and bothersome is the flooding caused by heavy rainstorms. The existing combined storm/sanitary sewers have more than adequate capacity to conduct sewage flows but easily become overloaded during heavy rainstorms. In general, the system is equipped with regulators set to discharge about 165 percent of dry weather flow directly to the nearest waterway. The outfalls are the original sewers discharging to the surrounding waters before the treatment plants and interceptors were introduced. Compounding the problem are the low elevations in the downtown area of the City. Storm water cannot be

¹ Charles Catrillo, Superintendent, Jersey City Water Department.

Table 6 STATISTICS OF JERSEY CITY WATER SUPPLY SYSTEM

Municipally Owned and Operated

Water Shed Area	121 1/2 Square Miles
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Storage Reservoirs in Watershed

	<u>Elevation</u>	<u>Capacity</u>
Boonton Storage Reservoir	305.25	8.3 bil. gals.

Split Rock Reservoir	835.00	3.3 bil. gals.
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Present combined total capacity	11.6 bil. gals.
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Proposed Longwood Valley Reservoir	8.2 bil. gals.
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Grand Total for Future Use	19.8 bil. gals.
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Present number of days in storage in reservoirs 193 days

Average daily diversion from reservoirs

Daily consumption of water Jersey City Proper 44 mil. gals.

Daily consumption of water to other Municipalities and consumers outside of Jersey City	16.0 mil. gals.
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Lin. Ft. 8 1/2 ft. Concrete Conduit	10,870 ft.
-------------------------------------	------------

Lin. Ft. 8 1/2 ft. Concrete Conduit	10,870 ft.
Lin. Ft. 8 1/2 ft. Tunnel	8,540 ft.

Lin. Ft. 6 ft. Lockbar Steel Pipe	90,934 ft.
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Lin. Ft. 6 ft. Riveted Steel Pipe	90,934 ft.
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Miles of Distribution Mains in Jersey City from 4" to 60" Diameter	275.80
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Water Pressure 45# to 90# per square inch

Two (2) open reservoirs on Distribution System
in Jersey City -- Combined Capacity 100 mil. gals.

Other Municipalities receiving their water supply from Jersey City System - are:

City of Hoboken

Town of Lyndhurst

West Caldwell

Ellis and Liberty Island

Companies

Hoffman La Roche

I.T.T.

properly drained in this area because sewer inverts are not much higher than the Hudson River to which the sewers empty. The problem is particularly acute when heavy rains coincide with high tide. Enough "head" is not available to allow the sewers to empty in the face of the high water levels in the Hudson River. In effect, the sewers sometimes flow backwards even though sewer outlets are equipped with tide gates. This area of the City is also subjected to runoff from the higher elevations along the Palisades to the west.

(d) Solid Waste

Administrative responsibility for the collection and disposal of solid wastes in Jersey City rests with the Jersey City Incinerator Authority (JCIA). The Authority, established by state statute in 1951, constructed and once operated an incinerator to dispose of the City's solid wastes. Since 1974, when the Authority's incinerator was closed because of the high cost of installing air pollution control equipment, the JCIA has been contracting with private firms to collect and haul City wastes to landfills in nearby Essex and Hudson County communities. The current hauler is Hudson Jersey Sanitation Company. Recently, the Authority's responsibilities were expanded to include activities once handled by the City's Department of Public Works, such as street sweeping, snow removal, public lot cleaning, and collections from litter baskets.

Table 7 shows the trends associated with solid waste generation, which Jersey City presently has jurisdiction for managing. It should be noted that most commercial and industrial wastes are collected under separate, individual contracts outside the scope of the JCIA. Therefore, the data presented in the following table represent only a portion of the total wastes generated in the City.

Table 7 Jersey City: Municipal Solid Waste Tonnage

<u>Year</u>	<u>Total</u>
1975	116,970
1976	121,830
1977	118,500
1978	118,539
1979	121,306
1980	121,812
1981	123,430

In New Jersey, decisions regarding solid waste disposal practices rest with each of 22 divisions (21 counties and the Hackensack Meadowlands Commission) that coordinate waste collection and disposal planning. According to the Hudson County Solid Waste Plan, 50 percent of Jersey City's solid waste is taken to a baler facility operated by the Hackensack Meadowlands Commission where it is greatly reduced in volume and used for landfill at Richard DeCorte Park in Kearny. The remaining half of Jersey City's solid waste is hauled to a landfill operated by the Municipal Sanitary Landfill Authority in Kearny for final disposal. Presently, landfilling represents the lowest economic cost to the City for disposal of its wastes.

(e) Energy

Energy production and consumption patterns in Jersey City are typical of other central cities in the metropolitan region. The bulk of electricity generation (approximately two-thirds) is produced from oil, a large percentage of which is imported from overseas sources. The percentage of oil use in the New York/New Jersey region is substantially higher than the national average of approximately 20 percent. The higher percentage of oil use has contributed to the higher energy costs in this region than elsewhere in the country. According to the Tri-State Regional Planning Commission, the average consumer in the New York/New Jersey area pays 58 percent more for energy than the national average.

This situation has particularly affected Jersey City, as it has other central cities. Jersey City has an extremely high proportion of older structures, both residential and industrial, with little or no insulation and without modern heat and power generation facilities. The higher prices for electricity and fuel oil have made these structures costly to maintain relative to newer structures. As a result, both living in and operating a business in Jersey City have become more costly and less advantageous than in competing locations elsewhere in this region.

2.10 Environmental Quality

(a) Air Quality

Urbanized regions such as Hudson County are especially prone to high levels of air pollution because of their concentrations of

industries, homes, businesses, manufacturing facilities, and transportation routes. Jersey City, a major component of Hudson County, has air pollution levels exceeding standards set by the federal and state governments.

Presently, air pollution monitoring data show Jersey City in contravention of the public health (primary) air quality standards for the pollutants carbon monoxide and ozone (for which hydrocarbons are a major ingredient) and the public welfare (secondary) standards for particulates. On the basis of this data and for purposes of air quality planning, the City has been designated by the federal government as a non-attainment area. This designation requires Jersey City to undertake the preparation of plans to reduce air pollution concentrations to acceptable levels and to see to the implementation of such plans.

In response to federal mandates, the City recently undertook an in-depth study to better document the nature and extent of its air pollution problem. This study, which focused on transportation-related pollutants (carbon monoxide and hydrocarbons), identified numerous City roadway intersections exceeding standards. However, it is expected that the air quality at these intersections will improve as a result of the emissions control equipment found in newer cars; as new car air pollution control equipment becomes more effective and the proportion of cars on the road emitting lower quantities of hydrocarbons and carbon monoxide increases, air quality in the region overall will improve and those specific intersections will meet federal and state standards.

The City study also identified four corridors within the City that will require pollution control measures beyond simply improved automobile pollution devices in order to meet air quality standards. These corridors are Communipaw Avenue, the approaches to the Holland Tunnel and Route 1-B, and Kennedy Boulevard. The study's recommendations for improving air quality within these corridors range from such low cost improvements as parking restrictions, turning prohibitions, and the addition of extra turn lanes, to area-wide transportation alternatives such as carpooling, staggered work hours, and improved mass transportation. Top priority is placed on improving and coordinating traffic signals, initiating express PATH service between the Newark, Jersey City, and World Trade Center stations, and undertaking a parking management program for Journal Square.

Control measures given secondary priority include a new Route 440 bus route, reducing the amount of commuter parking in the Journal Square area, creation of high-occupancy vehicle lanes at the Holland Tunnel toll plaza, establishment of a City-wide ridership program, and improved truck routing.

High particulate levels in Jersey City are attributed primarily to stationary sources, including major industries and power generating stations scattered throughout the region. As a result, control of this pollution problem is beyond the City's responsibility. Regulating these facilities to ensure that pollution control equipment is properly installed and operated is largely the responsibility of the New Jersey Department of Environmental Protection. To date, almost all major particulate emitters have installed pollution control equipment aimed at enforcing permit provisions regarding emission levels and operating procedures. Any new stationary sources must conform to state and federal standards regarding emission rates, fuel type and use, control equipment, and operating procedures.

(b) Noise

Undesirable noise levels in Jersey City are associated with motor vehicle traffic and industry. Truck traffic along roadways is generally regarded as a significant source of noise pollution for adjacent parcels of land. The large volume of truck traffic in and through Jersey City, coupled with the fact that trucks often use routes through residential neighborhoods, would seem to indicate that Jersey City faces a substantial noise problem. However, little quantitative data is available on noise levels in Jersey City, making precise assessments of the extent of the problem impossible.

2.11 Summary of Existing Land Uses

Figure 11 on the following page summarizes the major land uses currently existing within Jersey City.

(a) Residential Use

It is estimated that in 1980 the City contained approximately 88,000 units of housing, a decrease of about 4,000 units since



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Department of Housing and Economic Development

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4000 FT

11 Existing Land Use



Residential
Commercial
Industrial



Institutional
Vacant
Public Park/
Cemetery

1970. This loss, the result of piecemeal and scattered demolition and clearance in various sections of the City, has not resulted in any significant changes in the distribution or extent of residential use over the past two decades. New housing that has been developed since 1966 has generally occurred within the urban renewal districts, and considerable emphasis has been placed on various rehabilitation efforts.

Much of this activity has been focused in the Downtown area, with the Montgomery Gateway developments and the brownstone revitalization adjacent to the Hamilton and Van Vorst parks being the most conspicuous. Other housing improvements over the past fifteen years have also occurred in the Journal Square area, including the St. John's high-rise project. The communities of Hudson, Marion and portions of Bergen have generally remained stable with a higher percentage of owner-occupied units. The same is true for the western section of Greenville. The neighborhood of Lafayette and eastern portions of Greenville have, however, experienced significant physical deterioration. Dilapidated units and vacant buildings and lots are particularly evident on the north-south streets.

(b) Commercial Use

Retail activity is concentrated along several main roadways in Jersey City, with principal areas of concentrated commercial development occurring along Central Avenue, Newark Avenue, Route 440, Journal Square, and Martin Luther King, Jr. Drive.

Journal Square is located within the City's central business district, anchored in large part by the PATH Transportation Center. The numbers of retail establishments and volume of sales in this area have decreased in recent years.

Retail activity located throughout the remainder of the City offers residents convenience shopping on a neighborhood level. Recent years have seen a consolidation of retail activities resulting from population shifts, parking, crime, and other localized problems, along with the general economic downturn.

Offices and financial institutions are found concentrated in the Journal Square and Exchange Place districts. Office uses in Journal Square form part of the central transportation and business hub with a decidedly local orientation. The Exchange

Place area offers some commercial activity along with office uses with an orientation geared to the regional, and increasingly, to the New York market. With a location along the City's waterfront and in close proximity to PATH connections to Newark and New York City, Exchange Place promises to be a high growth office area in the future.

(c) Industrial Uses

Industrial and warehousing uses remain largely located on the periphery of the City and are clustered around rail lines and railroad yards. Large-scale industrial uses dominate the northwest sector of Jersey City, as well as the Caven Point-Greenville sections on the waterfront to the southeast. North of Caven Point the light industrial uses at Liberty, the EDA Industrial Park, and the Lafayette industrial area provide important sources of employment. Warehousing and small light manufacturing uses continue to occur in several residential areas, particularly on the periphery of the downtown area, along route 440 in the Greenville neighborhood, in the Tonnele Avenue vicinity, and adjacent to the Holland Tunnel.

(d) Public and Institutional Uses

No significant changes have occurred in the amount or location of the major public and institutional uses since 1966. Schools, public, and other institutional uses are generally scattered throughout the community although some concentration of major City-wide facilities occurs in the Journal Square - Downtown area. New school construction includes the Hudson County Vocational School and County Community College.

(e) Recreation and Open Space

The major recreation and open space facilities within Jersey City include Liberty State Park, now under construction and eventually planned to cover about 705 acres, Lincoln Park and Washington Park (both of which are county owned), as well as a proposed facility at Caven Point. In addition, a total of approximately 150 acres of municipal park and playgrounds are distributed throughout the City. Other open space elements shown in Figure 11 include a number of cemeteries such as Holy Name, New York Bay, and Bayview.

(f) Vacant Lands

Significant areas of vacant land occur in various sections of the City, resulting in part from the disuse of railroad yards along the waterfront sections of the City. The larger sites include the Greenville Channel-Caven Point area; the waterfront areas south of the Hoboken City line; and the unused portion of land originally designated for the Holy Name Cemetery. Smaller vacant parcels of land also occur in the southern portion of Downtown and in the Lafayette neighborhood. Numerous individual lots are also scattered in some of the declining strip commercial sections of the Bergen and Greenville communities.

2.12 Current Zoning Regulations

(a) Zoning Ordinance Text

A careful review of the zoning ordinance of the City of Jersey City was undertaken as a part of the Master Plan update. The purpose of this review was to analyze the current zoning ordinance in terms of its completeness, its modernity, the relationship of its provisions to the provisions and requirements of the New Jersey Municipal Land Use Law, the relationship of its provisions to the concepts, goals, and objectives of the existing Master Plan, and the degree of internal consistency among its various provisions.

This analysis reveals that the Jersey City zoning ordinance is relatively modern and complete. Its text provisions are keyed to the requirements of the state enabling legislation and evidence a careful relationship to the Master Plan (see Figure 12). Some improvements could be made, however, and in terms of internal consistency, there are some technical deficiencies that should be addressed. These are as follows:

- o The definitions do not always properly relate to each other. There should be consistency among defined terms, especially among those which are related to one another; for instance, the definition of "apartment" uses the term "dwelling unit," "multifamily dwelling," "family," and "household." Each of these terms should be defined in



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the zoning ordinance. There are, however, no definitions of "multifamily," "multifamily dwelling," "family," or "household." There is a definition of "housekeeping unit," but as this is not the term used in the definition of "apartment," it only increases the uncertainty.

Another example is the definition of "building height," which states that height can be measured from the "mean elevation of the finished grade five feet away from the foundation." The definitions of "basement" and "cellar," however, which also depend on a relationship with the grade and the surrounding land, use the term "average contact grade around the periphery of the foundation." The terms used should be the same.

As a final example, the definition of "boarding-house" uses the term "rooming unit," which is not defined.

- o There is a tendency to mix regulatory provisions with terms of definition. This has a deleterious effect on the clarity of the regulatory scheme. The purpose of the definitions section is to give clear and concise definitions of the necessary terms. Regulatory provisions should be located within those portions of the ordinance devoted to regulatory requirements. Examples are the definition of "building coverage," in which provisions are included regarding site design, the definition of "home occupation," in which provisions are included for such matters as non-resident employees, maximum floor area, signs and noise, and the definition of "lot frontage," in which provisions are included governing the shape of lots.
- o Section 302 of the Zoning Ordinance provides for the inclusion of the zoning map as a part of the ordinance. It would be appropriate, and an important addition to the ordinance, to include reference to the zoning boundaries promulgated by the Hackensack Meadowlands Development Commission.
- o Section 406C contains the provisions for restoration of a building which has been damaged or condemned. The use of the term "condemned" is unclear in this context. No wording is offered to explain whether the condemnation refers to condemnation by a governmental body for use of the property by the public, or to condemnation of the structure as an unsafe building. Clarification of this point would be an improvement.

(b) Relationship of Present Zoning to Existing Land Use Pattern

Jersey City, an amalgam of several communities, has a history of settlement, growth and development reaching back to pre-Revolutionary times. Over these hundreds of years, major land use and transportation commitments established land use patterns that remain to this day. However, vast areas of the City carry the burden of deteriorating and moribund development of earlier years which, by its very magnitude, resists the forces of viable growth.

The following paragraphs outline the major relationship of the City's present zoning policy to the existing land use pattern.

Residential

In general, the residential pattern of zoning follows the existing land use pattern with the following exceptions:

- o In the area bounded by Provost, 9th, and Henderson Streets, the land use pattern is basically residential with some adjacent vacant sites while the land is zoned I2 Industrial -- it abuts a substantial residential area to the west that has some potential for residential rehabilitation.
- o A 12-block area, Academy and Railroad Avenues to the north and Montgomery Street to the south.
- o Substantial areas or streets within the Journal Square C-1 Commercial District remain in residential use so that the commercial zone is more extensive than would appear necessary to accommodate the commercial use.

Commercial

Areas of existing commercial land use are much more extensive than the Zoning Ordinance defines. This is particularly the case in several of the southern residential neighborhoods such as Ocean Avenue south of Lembeck Avenue, the several blocks surrounding the Danforth and Rose intersection, and

the northern and southern extensions of the strip commercial development along Jackson Avenue north of Kearney and south of Wetman Avenues. Similar areas exist in the northern residential neighborhoods.

Industrial

There are several examples where industrial land use predominates within areas zoned for residential. Particularly notable is the area east of Hudson from the City line along the south to Seaview Avenue at the north, with some extensions along the railroad as far north as Linden Avenue. Several other examples of this are the R-4 Districts centered around Bright Street, Grand Street and Fairmount Avenue and an extensive area east of the turnpike extension, north of Liberty State Park and south of Grand Street. A fourth area in the northern part of the City similar to the above is the R-2 Residential District on the north side of Broadway south of the railroad between Wallace Avenue on the west and Tonnele on the east.

3 Comparison with 1966 Master Plan

3. COMPARISON WITH 1966 MASTER PLAN

3.1 Population

The 1966 Master Plan indicated a population decline from the peak in 1930 but made no explicit estimates or projections for 1966. It was noted that in 1965 there were 48,000 blacks and 15,000 Puerto Ricans in Jersey City and that these two groups accounted for more than 23 percent of the City's total. With these figures one can derive an implicit estimate of 268,000, or a slight increase over 1960.

Chart 2 in the 1966 report shows projections of the white population for 1975 to be 190,000 and non-white 80,000 for a total of 270,000 excluding persons of Puerto Rican descent.

If we assume conservatively that the 15,000 Puerto Ricans estimated in 1965 remained unchanged in a 1975 estimate, then the total Jersey City population for the latter year was implicitly set at 285,000 or a minimal rise of 3.3 percent over 1960. In actuality, the population dropped 5.7 percent between 1960 and 1970, and 14.1 percent from 1970 to 1980.

The outlook in the 1982 projections for 1985 and 1990 is for further declines in population, continuing the downward trend begun a half century ago.

3.2 Housing

In 1966 the number of substandard housing units was still large but inroads were being made in reducing them and

in the degree of overcrowding.

The planning goals included the achievement of good housing in good neighborhoods at affordable rents and costs. The objectives included the gradual elimination of antagonistic uses and vehicles from residential areas. There were also a number of objectives which sought to bring all housing up to acceptable standards and to keep them there. There was a stated objective to raise the quality of new housing and encourage a variety of housing types on the remaining vacant land.

Today the goals and objectives are less utopian and more immediate in view of the curtailment of government aid, very high maintenance, construction, and financing costs, and the experience of widespread abandonment.

The emphasis today is on improving and maintaining the existing stock and on the encouragement of private investment, particularly in favorable locations. The regulation of density is of importance only as a means of protecting the limited amount of home ownership. Reduction of the incidence of non-residential use in residential areas is encouraged only if it does not jeopardize the shrinking employment base.

Thus the planning objectives today are more pragmatic, more shaped by market feasibility, and of a shorter horizon. They also can be considered as being based on a greater degree of realism.

3.3 Commercial Uses

The 1966 Master Plan set forth the following proposals:

- o Journal Square commercial development is to be confined within the area bounded by Newark Avenue, Baldwin Avenue, Tonnele Avenue, and an extended Railroad Avenue near and south of Academy Street.
- o Automotive sales and service activities are to be confined to areas along Route 440, Communipaw Avenue, the proposed north-south truck highway south of Communipaw Avenue, and a limited number of other major thoroughfares.
- o A commercial office district at Exchange Place will include the area extending along Montgomery Street from Washington

Street to the waterfront and is to be restricted to office and service facilities.

- o Strip commercial development throughout the City is to be consolidated at the following locations and developed into community business centers:

- Newark Avenue
 - Jackson Avenue
 - McGinley Square/Bergen Avenue
 - Central Avenue
 - Ocean and Danforth Avenues
 - West Side Avenue

- o New business and shopping facilities are to be located in the proposed residential development behind Liberty State Park. These would be restricted to community level services not competitive with the Journal Square Central Business District.

Of these proposals, only the latter is in conflict with the existing land use. The area behind Liberty Park has remained residential and industrial rather than becoming commercial.

3.4 Industry

The developers of the 1966 Master Plan recognized Jersey City's "unique geographical location in the center of a viable, dynamic and growing metropolitan region." To help achieve the City's potential for economic growth and development, the Master Plan incorporated several overall economic goals including: (1) promoting and developing stable, efficient types of growth-oriented, high-yield industrial and commercial activities in Jersey City; (2) promoting a mix of jobs that will enable the City to compete within the region; (3) expanding job training and educational programs to improve the labor force available; and, (4) providing a mix of housing and amenities to attract middle and upper income families to both live and work in Jersey City. These particular goals are pertinent to industry/warehousing uses within the City in terms of the type and location of industry/warehousing and the number of such establishments and their potential for growth and decline.

One of the policies of the Master Plan is to encourage the expansion of existing industry and to attract new industry --

particularly "high tech" firms (e.g., computer, electronics, and communications) -- to Jersey City. At the same time, however, the City wanted to eliminate or relocate industry/warehousing uses from residential and commercial areas and to reserve existing vacant lands for residential development. To achieve these goals, the plan identified the need to eliminate residential and commercial uses from areas most suited to industrial uses; to ensure the adequacy of services and utilities in suitable industrial districts; and to provide good transportation access, including truck routes, off-street parking and loading docks. Warehousing was perceived as a "low employment, low-value" activity to be avoided in prime industrial areas.

The Master Plan policy on warehousing and trucking was to selectively remove these uses because of the inadequacy of many streets for off-street loading and parking facilities which in turn contributed to roadway congestion. Another factor leading to the plan's conclusion was blight associated with the relative instability of these uses with regard to turnover of users. The plan called for these land uses to be relocated to specific districts on the periphery of business areas but not directly adjacent to residential uses. New warehousing activities were to be discouraged in prime industrial areas.

The most obvious conflict between present trends and the 1966 Master Plan is the fact that the plan's policy objectives have not been achieved. With regard to physical land use patterns, the removal of industrial/warehousing operations from residential areas, and vice versa, has not taken place. Although development pressures in areas along the Hudson River will help to consolidate land use types, the Newport City Plan is not in line with the original plans for those areas in that the current zoning is industrial rather than mixed use or commercial.

While isolated blocks of industrial/warehousing uses in residential areas south of Communipaw Avenue have not been eliminated, the City may want to re-evaluate this aspect of the Master Plan if viable firms providing local jobs in depressed neighborhoods prove to be an economic asset. The proposed coal port is an industrial land use, but it is a departure from the type of land use anticipated in 1966.

Although Jersey City has significant amounts of surplus industrial land, the likelihood of attracting major industry is uncertain at best. Firms looking for new facilities are more likely to move to locations where real estate taxes, land costs, and utility costs are lower. In light of this, the City should study whether some portion of its vacant industrial lands could

be marketed more profitably for office, commercial or residential land uses.

3.5 Public and Institutional Uses

The major Master Plan proposals with respect to public facilities involve the construction of the Civic Center, improvements to the physical condition of public schools, additional library facilities, and a significant reorganization of police and fire department stations into new facilities. A number of these proposals have been implemented, as described previously. However, most proposed improvements continue the long wait for capital improvement funding.

(a) Schools

As a result of declining enrollments greater consolidation of school facilities has occurred and will continue to occur in the decade ahead. While the three elementary schools and one high school proposed in the 1966 Master Plan have been constructed, the physical condition of many of the remaining schools has continued to worsen. Master Plan objectives with regard to the rehabilitation of school facilities have been realized to only a limited degree with the condition of many schools, some dating to the early 1900s, placing a severe strain on operating budgets and affecting the overall quality of education available to City residents.

(b) Civic Center

A goal of the 1966 Master Plan was the construction of a new Civic Center for housing a new city hall, municipal council chambers, a rental library, and Police and Fire Department headquarters. Each of these agencies and departments remain housed in inadequate facilities scattered throughout the City. The task still remains to analyze existing and future requirements of City Hall and its ancillary agencies.

(c) Library Services

The City's declining population and the limited availability of funds for capital improvements have lessened the opportunities to expand the current City library system. There is a need, however, to examine immediate library system improvements and modernization requirements involving buildings, equipment, and book offerings to ensure that the system remains up to date in the services it offers Jersey City residents.

(d) Police and Fire Departments

Many of the proposed improvements to the Police Department facilities remain in the planning stage. The Fire Department facility is presently under construction. The absence of the Civic Center and other facility improvements has forced the Police and Fire Departments to operate out of obsolete or inadequate facilities. While the need for new facilities has been clearly demonstrated and plans have long existed for new facilities, the limited availability of funding has kept such plans from being attained.

3.6 Recreation and Open Space

Recent proposals for park development, most notably those in the 1974 Master Plan for Parks, Recreation and Open Space and the 1980 Recreation Recovery Action Program, conflict with the 1966 Master Plan only to the extent that they go beyond the recommendations in the 1966 plan. The more recent plans differ from the 1966 Plan most notably with regard to Liberty State Park and the Hackensack River Greenway. It is now proposed that Liberty State Park be doubled in size (from 400 to 705 acres) and that the Hackensack River Greenway extend for a much longer length along the Hackensack River. Both of these proposed parks are to be undertaken by agencies outside of Jersey City.

There is little difference between current proposals regarding recreation and open space areas to fall under the jurisdiction of Jersey City and proposals in the 1966 Master Plan. The exception is the removal of Roosevelt Stadium from the open space system. The possible development of the stadium

parcel for residential uses and the relocation of its recreational facilities to another area was not recognized in the 1966 Master Plan.

3.7 Transportation

Examination of the 1966 Master Plan and other City transportation plans and studies prepared during the past fifteen years has revealed that those transportation system improvements that have been undertaken in the interim have been consistent with Master Plan goals and objectives. Construction of the Transportation Center in Journal Square, improvements to Communipaw Avenue, Route 440 into Bayonne, along with some 100 intersection improvement projects are among the major accomplishments. Each of these changes has helped to realize the overall goals of improved access, reduced congestion, more convenient service, and expanded land use development opportunities.

However, many of the Master Plan's specific transportation system proposals have not been realized. Projects in each area, whether it be highways, public transit, truck routing, or rail freight systems, have fallen far short of those deemed vital in 1966. The fact that only a small percentage of the many major improvements recommended since 1966 have been carried out is a primary factor in the decline of the City's transportation system (see Figure 10). It should be noted that this decline has not been due to any lack of plans or proposals but rather to the limited ability to successfully secure commitments between implementing agencies regarding project specifics, schedules, priorities, and funding, with funding limitations looming as a major impediment in the years to come.

The need to reverse this trend is readily apparent. The information that follows identifies those areas to be addressed over both the immediate and long term future, categorized by specific functional and subject area, to maintain and improve Jersey City's transportation network.

(a) Highways

Short Term

- o Reconstruction of major thoroughfares including Henderson Street and Garfield Avenues;
- o Improvement to Tonnele, Charlotte, and Wallis Circles;
- o Railroad Avenue reconstruction and extension;
- o Intersection upgrading and improvements throughout the City;
- o Traffic signal modernization and computer control coordination;
- o Construction of Routes 169 and 185; and,
- o Examination of other low cost, easily implementable transportation improvements for application within Jersey City (TSM-type measures).

Long Term

- o Improved access to and service within waterfront redevelopment districts including Liberty State Park and other proposed commercial, industrial, and residential areas.

(b) Bridges

Short Term

- o Complete surveys of all vehicular and railroad bridges within Jersey City;
- o Based on surveys, setting of priorities among bridge rehabilitation projects;
- o Improvement of liaison between railroads and bridge maintenance and rehabilitation.

Long Term

- o Improve ranking of bridge improvement projects within City's capital improvement program;
- o Organize effort to establish greater federal, state, and county interest and participation in bridge rehabilitation projects.

(c) Truck Routing

Short Term

- o Review and adjust truck routes to maximize efficiency while minimizing disruptions to residential neighborhoods;
- o Expand truck route signing;
- o Establish information network with warehousing, industry, and trucking/shipping firms regarding truck routes, enforcement provisions, etc.;
- o Strengthen enforcement provisions within City codes and expand enforcement actions;
- o Set priorities among bridge improvements and roadway reconstruction to service vital truck routes;
- o Examine need for special route designations for chemical and toxic wastes and radioactive and other hazardous materials.

Long Term

- o Study goods movement requirements to determine truck origin and destinations, routes, constraints, future needs, etc., in order to adjust existing truck routes;
- o Undertake bridge clearance and structural improvements in accordance with priorities;
- o Examine zoning and land use control measures to concentrate further commercial and industrial developments in areas with adequate truck access.

(d) Public Transit

Short Term

- o Install bus stops signs;
- o Improve bus shelter design, location selection, and maintenance to facilitate more widespread acceptance;
- o Evaluate potential for bus fare transfer system. Establish City/state sponsored transfer demonstration programs;
- o Publish and distribute bus route maps and schedules.

Long Term

- o Continue to modernize and upgrade bus fleet;
- o Evaluate bus route system to optimize service including examination of route and schedule modifications necessitated by new commercial/industrial development;
- o Institute bus fare transfer system;
- o Expand transit marketing efforts;
- o Improve PATH Pavonia and Exchange Place Station entranceways and platforms.

(e) Institutional

Short Term

- o Evaluate existing institutional arrangements and seek changes to improve communication, coordination, and cooperation between all levels of government involved in the planning, operation, and financing of transportation improvements;
- o Seek to streamline the transportation decision-making process to reduce the time needed to plan, design, and construct improvements;

- o Seek a greater share of federal and state transportation project funding as well as a greater role in decision-making process regarding the use of such funds.

Long-Term

- o Examine the feasibility and potential for utilizing innovative funding sources, including dedicated taxes, special assessments, service charges, zoning incentives and bonuses, joint development initiatives, special district incentives, and off track assessments;
- o Seek funding commitments for planned system improvements.

3.8 Utilities

(a) Sanitary Sewers

The major objectives listed in the 1966 Master Plan with regard to sewerage facilities are as follows:¹

- o To develop a sewerage system that will be adequate for the City's present and long-range needs, with separation of storm and sewerage systems;
- o To establish a priority system for the rehabilitation of existing sewer lines and for the provision of new facilities as part of a capital improvement program;
- o To maximize the benefits of federal and state aid by providing needed sewer improvements in urban renewal projects as the City's share of project costs.

The Master Plan does not discuss sewerage treatment facilities, thus no position was taken with regard to regionalization of the system.

¹Juiano Giudici, Assistant Engineer, Jersey City Division of Engineering.

There has been some movement with regard to each of the above objectives since 1966, although real progress has been hampered by a lack of funds. The complete separation of storm and sewerage systems is probably unattainable any time in the foreseeable future, however, because of the huge costs and physical disruption that would be involved. New developments are required to construct separate storm and sanitary sewers in accordance with this objective. There currently is a priority system with a \$35 million backlog for the rehabilitation of sewer lines for which funding is lacking. Wherever possible, sewers are improved as part of redevelopment projects. Overall, there are no real conflicts with regard to the City's intent to achieve the objectives of the 1966 Master Plan as far as the sewerage system is concerned.

(b) Water Supply

The 1966 Master Plan contains the following proposals with regard to the water supply system:¹

- o Expedite work on the Longwood Valley Reservoir;
- o Initiate a study to establish priorities and staging for the rehabilitation of feeder mains and the replacement of obsolete distribution lines;
- o Install those improvements that are necessary to extend an adequate supply of water to waterfront areas where new residential and industrial development is anticipated.

While there has been no change in policy with regard to the above proposals since 1966, no funds have been allocated for the implementation of any of these projects. In the near-term future, the City will have to review the list of proposed projects and identify those that are critical to the maintenance of services. Explicit consideration of the long-term costs of deteriorated facilities should be included within this review.

¹Charles Catrillo, Superintendent, Jersey City Water Department.

(c) Storm Water

The 1966 Master Plan does not address the issue of flooding caused by storm water runoff or tidal flooding. This area should be addressed in any update of the Master Plan, however.

(d) Solid Waste

The Jersey City Master Plan does not explicitly address the issue of solid waste. The 1966-1980 period saw Jersey City using conventional disposal methods. However, the long-term viability of these methods remains in doubt. Landfills are rapidly nearing capacity and further expansion or establishment of new landfills within a feasible transport distance is a controversial issue. Jersey City should consider the role energy and resource recovery may play in the management of the City's solid waste. If the City wishes to continue using conventional disposal methods, incentives should be provided that focus on reducing the volume of solid waste through materials separation and recovery. If the City is interested in energy recovery, then appropriate steps should be taken to identify the technical and economic feasibility of such an undertaking. A closer examination of the City's needs and the available opportunities appears warranted.

(e) Energy

While the present Master Plan does not specifically address the issues of energy, the next plan should have a specific set of goals and objectives with the major focus on the following issues:

- o To what extent can Jersey City reduce its dependence on petroleum fuels?
- o What conservation methods will reduce energy consumption within the City?
- o To what extent are alternative fuels a practical consideration for new construction and renovation in Jersey City?

- o What transportation policies will reduce gasoline consumption without antagonizing or inconveniencing motorists?
- o What industries are a potential market for purchasing steam from a solid waste steam-generation plant?
- o What funding sources are available for implementing desired courses of action?

Heavy reliance on petroleum fuels should be diminished. This is a regional issue, but if business and residential concerns can reduce fuel costs, Jersey City will have a competitive advantage over other cities in the region. A suggested strategy for dealing with price increases or fuel shortages is to maximize the ability of heavy fuel users to use more than one fuel type and to switch from one fuel type to another as conditions warrant.

Little information is available on fuel shift possibilities within the commercial, industrial, and residential sectors, but the New Jersey Department of Energy (NJDOE) is currently conducting research in that area. The type of information that Jersey City should obtain, either on its own or through NJDOE, is:

- o Who are the major users of natural gas, oil, and coal?
- o What is the potential for these users to shift to different fuels?

Future energy policy considerations include encouraging building owners to insulate their buildings and to take into account layouts and architectural considerations, all of which can maximize efficiency of heating and cooling systems.

3.9 Environmental Quality

The Jersey City Master Plan does not directly address the issue of environmental quality, largely because the issue was not considered a priority at the time that the Plan was prepared. Over the years, however, increasing attention has been paid to all facets of environmental quality and natural resource management, with recent focuses being on the relationships between standards of environmental quality and public health.

As a result of such awareness, environmental standards, backed by laws and regulations, are increasingly being adopted and enforced at every level of government. A recent example of this trend is the County Environmental Health Act (NJSA 26:3A2-26 et. seq.) which allows municipalities or groups of municipalities throughout New Jersey to adopt and enforce their own environmental standards, each of which cannot be less stringent than state standards. Currently, the Hudson County Regional Health Commission (HCRHC) is developing a county-wide plan for carrying out the requirements of this act within Hudson County. While it will be some time before this program is fully operational, it does raise the question of what environmental quality policies and goals Jersey City wishes to set. With both standards and perceptions of environmental quality playing an influential role in the decision to live and work in Jersey City, it becomes necessary to give greater attention to how such standards can be improved.

Specific air quality issues facing Jersey City include further reducing air pollution concentrations to acceptable levels so that the public health will not be impaired and economic development which could be constrained by high pollutant concentrations will be fostered. Major new industrial sources of air pollution should be discouraged from locating within the City unless the economic benefits clearly outweigh the environmental consequences. In such cases, every effort should be made to minimize environmental degradation by employing the most up-to-date pollution control devices and techniques. In all cases, the City should participate in state and county pollution control programs to ensure that improvements are made and to protect its interests with respect to air quality program decisions.

Motor vehicle pollution is a more difficult problem. Truck routes should avoid residential areas and areas with sensitive receptors, such as hospitals, schools, nursing homes and playgrounds. Given the nature of the trucking/warehousing industry in Jersey City, however, any attempt to ban trucks will create economic hardships for local firms and should be avoided.

Jersey City should also seriously strive to reduce automobile traffic through implementation of transportation control measures recently recommended within the City's air quality control plan in order to bring the City into compliance with air quality standards. Jersey City should continue to encourage mass transportation as a viable alternative to the automobile.

With respect to noise pollution control, Jersey City should coordinate plans with the HCRHC and strive to develop a cooperative noise control strategy with adequate enforcement provisions and follow-up resources. Although a noise monitoring program is desirable, current fiscal constraints make this unlikely at this time. In any event, efforts should be made to route truck traffic and heavy volumes of auto traffic away from residential areas. Incompatible land use patterns should be discouraged and, where feasible, modified.

Noise associated with industrial uses is more an intermittent problem. Citizen complaints in Jersey City are most often focused on large air conditioning units of manufacturers. Records indicate that noise complaints are lodged more frequently during summer months, when perceptions of the problem are probably increased. From a land use perspective, patterns of mixed industrial-residential or industrial-commercial uses are most likely to place people in situations where there is unpleasantly loud noise, and they tend to be locations where the most complaints occur. Mixed land use patterns are evident throughout much of Jersey City but the lack of data hampers a quantitative assessment of the role land use development is playing in creating conflicts with noise sources. At present, no organized noise monitoring and control program exists for Jersey City.

3.10 Zoning Regulations

(a) Current Problem Areas

Several areas of need and opportunities for improvement that could benefit from or be addressed by appropriate amendments to the Zoning Ordinance have been identified. These included the following:

Strengthen, Support and Rehabilitate Neighborhoods

The City has a successful program of neighborhood maintenance that is improving the quality of life for neighborhood residents. In some areas, this process is fostered and partially financed by the City; in other areas it is a process popularly known as "gentrification." Since the City's funds are limited, and are likely with the "new federalism" to become more limited, it is appropriate for the City to encourage private rehabilitation to the maximum extent. A useful way to accomplish this through the Zoning Ordinance is to provide for incentives for desired types of development. Such incentives could include increased density; more flexible standards in areas such as parking, driveways, landscaping and construction standards; and accelerated review procedures. These incentives could be offered to encourage donation of park land, creation of public walkways, improvement of targeted areas, and provision of lower cost rental housing.

Interfaces Between Residential, Commercial and Industrial Zones

Inter-district frictions are higher at district boundaries, and more intensive uses tend to gradually invade less intensive districts unless careful measures are taken to reinforce the boundary. For instance, a gas station may be located at the edge of a commercial district, next to a home in an adjoining residential district. The homeowner may ask for commercial rezoning since his location is, as far as he is concerned, inappropriate for residential use. If that property is then zoned commercial, he may develop a small commercial use, or he may then sell it and the new owner may establish a commercial use that could be just as obnoxious as the gas station. The next neighbor may then want the boundary extended again. Although this is an extreme example, there is similar pressure in Jersey City for increased commercial uses in residential neighborhoods near commercial districts. To ease this kind of pressure, the ordinance could provide for transitional uses, structures and districts. The purpose of transitional uses is to provide a method of easing the transition between fundamentally different types of uses.

Loft Conversions

With the decline of the manufacturing sector and the increase in the demand for more varied types of housing, the old warehouse and loft buildings of the industrial areas of the City are increasingly being converted for residential use. This is occurring throughout the region and it is appropriate to a limited degree, depending upon the amount of space being made available by the exodus of manufacturers from the City. It is not, however, appropriate to allow it in all areas, since this leads to a mixture of residential and industrial uses, which is not a good environment for either use.

Rejuvenation of the River Front

In years past, the economic investment in the river front areas of Jersey City was truly enormous. Much of the economic life of this City was based on manufacturing, shipping, and the railroad facilities to serve these interests. These economic sectors are now largely gone. Much of the railroad facilities have in fact been removed. This now leaves the City with the opportunity to recapture the river front and make it an asset once again to the City. On this occasion, however, the opportunity exists to transform the river front for the benefit of all the City and its people, rather than for just one economic sector of the City. Such recapture and rejuvenation should involve opening the river front to access by the public and providing parks and public places appropriate to the area. This will involve creating a green belt between the river and adjacent development. One way to accomplish this is to offer a density bonus for developing river front properties in a way that encourages the provision of the desired facilities.

Parking

A problem typical to a city such as Jersey City is the lack of sufficient parking. Ideally, any new development or

re-development should provide the parking areas needed for all the cars that development generates. This could, however, create a problem in a densely developed area such as Jersey City, since it might require the destruction of existing dwellings and other buildings in order to provide sufficient parking areas. This would be especially unfortunate in historic townhouse areas, where the only way to provide additional parking is to remove some of the existing historic dwellings. This problem is recognized by the Zoning Ordinance, which requires a fairly low standard of parking to be provided, except in the shopping center zones. This low standard does, however, contribute to the problem of insufficient parking. Mechanisms need to be added to the Zoning Ordinance to include innovative provisions that will require and encourage the provision of adequate parking without the destruction of valuable buildings.

Illegal Three-Family Conversions

A phenomenon evident in many areas of the City is the apparent illegal conversion of existing dwellings to densities exceeding those allowed by the Zoning Ordinance. This is particularly prevalent among two-family houses, which are being converted to provide a third dwelling unit. These conversions are a logical result of the pressures of today's economy and are not necessarily deleterious to the health of the City, since they do result in the provision of needed housing. Standards should, however, be provided in the Zoning Ordinance to assure that the addition of such dwellings is appropriately limited.

Architectural Review

The City has an irreplaceable architectural heritage that should be protected. There is a historic district commission that reviews development and re-development proposals within historic districts, but there is no mechanism to review the aesthetic aspects of a proposal outside the historic districts. Either in the Zoning Ordinance, or as a separate ordinance, an architectural review commission could be created to analyze development proposals for their preservation of the architectural heritage of the City, for their similarity or dissimilarity with surrounding buildings, and for their effect on property values of the area.

Continuance of Inappropriate Non-Conforming Uses

There is today an increasing awareness that some non-conforming uses will not simply go away as a result of wishful thinking, and that perhaps it is not necessarily in the public interest to require non-conforming uses to continue in obsolete and often unsightly structures. For instance, there are examples in the City of old gas stations in neighborhoods where new gas stations are prohibited. Some of these stations have sustained good business because of their convenient and monopolistic locations. Contrary to expectations, making the stations non-conforming has not caused them to be changed to a conforming use; it has, however, kept them from being enlarged or structurally altered, although from the point of view of appearance, structural alteration may be highly desirable. In such cases, when a non-conforming use is likely to continue, it may be advisable to provide in the Zoning Ordinance for some structural alterations and even some enlargement, subject to appropriate limitations.

(b) Present Zoning Compared to the 1966 Master Plan

For comparative purposes it is useful to recognize the chronological relationship of existing land use in Jersey City to the 1966 Plan and the 1977 Zoning Ordinance and Map. In general, land use in the City was established much earlier than the Plan and certainly than the zoning map and text. To a large extent, the Plan recognized the major established and currently viable residential, commercial and industrial areas. But in fulfilling its role as a policy document, having among its purposes the establishment of goals toward which to work, the Plan also varied from existing land use conditions and recommended specific development policies leading in one land use direction or another.

The following comments relate to the basic recommendations listed in the 1966 Comprehensive Master Plan:

Housing

- o The proposed residential area in the vicinity of Liberty Industrial Park remains a viable location for housing. Zoning should be directed toward density and other area standards.
- o The waterfront portions of the Pavonia Yards, Harsimus Cove and the former Erie passenger terminal remain zoned for heavy industrial use, even though an urban renewal plan has been adopted that specifies high density commercial and residential development. Zoning in this and other re-development areas should be updated to reflect the adopted urban renewal plans.
- o The Lafayette residential community extension to Grand and Garfield Avenues should be analyzed to determine its appropriateness at this time.
- o Detailed land use maps should be established on the basis of residential neighborhoods as an important step in the gradual elimination of obtrusive commercial and industrial activities in viable residential areas.
- o A counter study may be necessary to determine the amount of housing that would be disrupted or lost if a zoning policy was established to gradually eliminate such housing from industrial districts.

Commercial

- o The Journal Square commercial zone is somewhat more extensive than proposed in the Master Plan. A land use study of Journal Square should be conducted. It may be that some areas of Journal Square are too extensive and should be converted to high-density residential use.
- o Automotive sales/service areas should be studied in detail so that such areas might be reduced in extent. The Exchange Place commercial office district may extend too far to the west. It is twice the size recommended in the Master Plan. However, the uses in the C-4 District are generally appropriate and could continue as such.
- o The containment and conversion of the extensive and numerous strip commercial districts in the City have been implemented to a large degree -- probably as far as practical,

considering the linear nature of these community business areas and the relatively large residential communities and consumer markets adjacent to them. Some further study may be needed to refine these strips, reducing them where areas may warrant.

- o A new business and shopping district to be located behind Liberty State Park has not been designed at this time. This is prudent and should not occur until the Master Plan is updated, the concept reinforced and construction of the residential area actually begun.

Industrial Proposals

- o The proposed new large scale industrial development in the Point Breeze, Greenville, Claremont and Caven Point areas is zoned I-3, Industrial Park usage, which seems appropriate. Those areas zoned industrial adjacent to Liberty State Park should receive careful site plan review when developed to reduce any negative impact on the State park.
- o Generally speaking, it makes good zoning sense to follow a policy of separating or removing residential uses from industrial zones. In general, the 1977 Zoning Ordinance does prohibit new housing development in industrial areas.
- o Heavy industrial activities are zoned for the Meadowlands west of Routes 1 and 9 south of Claremont Avenue. Other extensive areas cover the railroad yards along the Hudson River in the eastern part of the City and adjacent to Hoboken surrounding New York Avenue. Where possible, these older type industrial areas should be upgraded.
- o The numerous proposed light industrial areas noted in the Master Plan should each be reviewed, and if they are still found to be appropriate, they should be placed in the I-3 Industrial Park zoning category.

Warehousing

- o The Master Plan proposed limitation and consolidation of trucking in public warehousing operations along regional highways, yet warehousing is a permitted principal use in all industrial districts within the City. Locational

limitations could be applied to this and other types of uses by establishing them as conditional or special permit uses, with one of the conditions being location in the areas recommended in the Master Plan.

- o Scrap storage and processing uses are permitted as conditional uses in two heavy industrial districts: I-1 Automotive, construction, office and I-2 Intensive Industrial.

Railroads

- o The Master Plan speaks of several areas in the City within which land for railroad activities should be consolidated and concentrated. The Zoning Ordinance should ultimately accommodate these areas with a zoning district that provides adequate support for the railroads and related compatible uses only.

Transportation

- o The many recommendations in the Master Plan regarding transportation are not appropriate for direct zoning considerations.

4 Future Land Use Trends

4. FUTURE LAND USE TRENDS

4.1 Residential Development

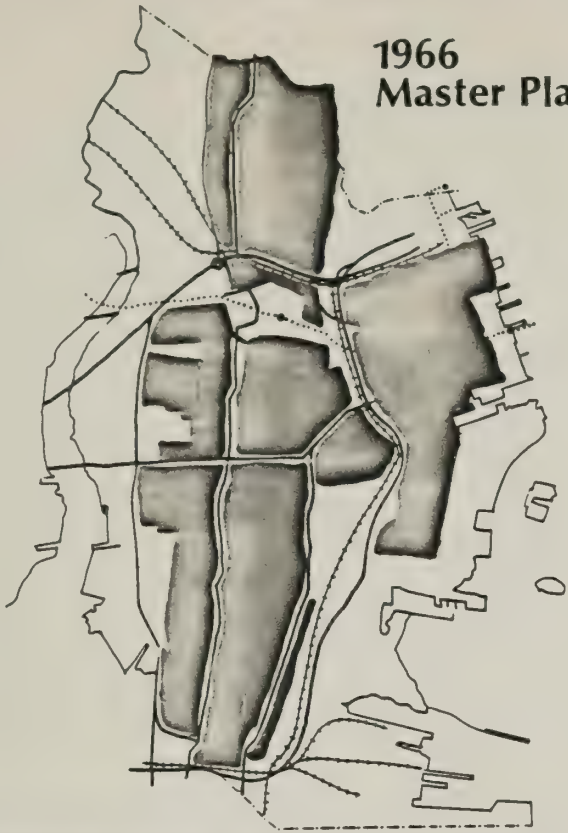
Four factors presently dominate the formulation of housing policy in Jersey City. First, an unusually large portion of the population is in need of some sort of assistance if it is to obtain adequate housing. Second, a large segment of the housing supply is old and in need of improvement. Third, private new investment in housing is likely to take place in a very limited group of areas in the City (see Figure 13). Fourth, federal and state aid to housing will be severely restricted and is likely to contract further in the years to come. This constellation of circumstances means that it is more important than ever to maximize the housing product obtained by the expenditure of every local tax dollar, be it directly or through efforts designed to raise funds from government or private sources. In addition, since the housing need is larger than is likely to be met even within the decade of the 1980s, it is essential that a housing program be formulated with priorities stipulated. Placing programs in order of desirability increases the likelihood that the community will realize the greatest utility from any given sum expended on housing.

(a) Correct Deficiencies and Maintain Quality of the Housing Stock

It is essential that the deficiencies in the housing stock be rectified since it is estimated that some 30 percent of the units are in need of repair.¹ If the needed repairs and improvements are not made, units in the poorest condition or location will lose occupants and face abandonment by owners. The occupants will move to nearby areas, where deterioration could again be hastened into abandonment. It is obviously much less expensive to keep a unit in the stock

¹CETA Census Survey, St. Peters College, 1978.

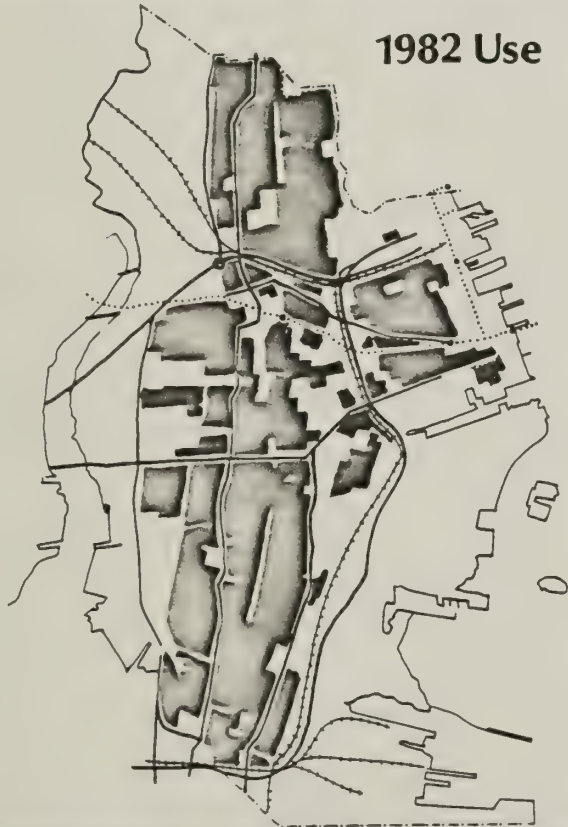
**1966
Master Plan**



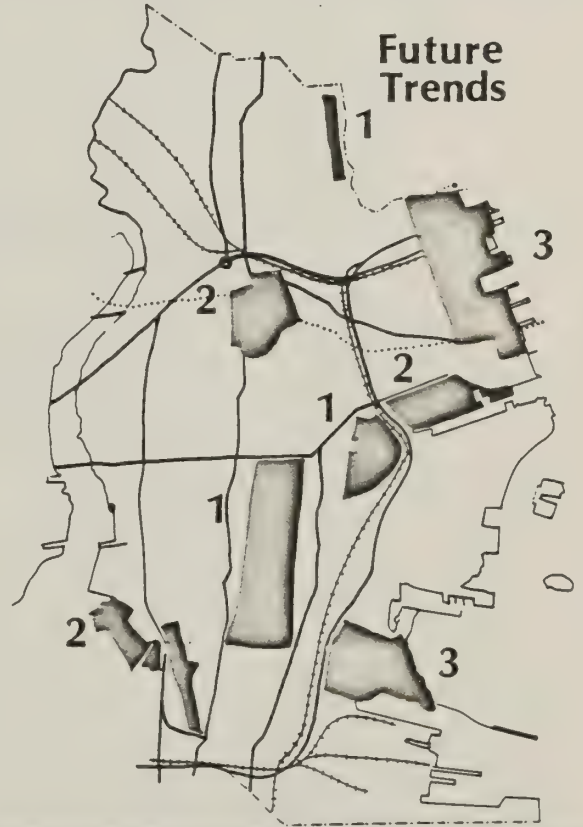
1974 Zoning



1982 Use



**Future
Trends**



Master Plan Review Jersey City, New Jersey

Department of Housing and Economic Development

Buckhurst Fish Hutton Katz / Louis Berger & Associates, Inc.
8000 FT 1982

13 Residential Development Trends

1. Housing Rehab
2. New Housing

3. New Mixed Use
Redevelopment

by making the necessary repairs or replacements than to construct a new one.

(b) Encourage Private Investments

To the extent possible, Jersey City should encourage private investment. In the face of diminishing federal and state assistance in housing it is essential that the City aid in the preparation of large tracts of unoccupied or unused land to the point where the residential land development process can be initiated. For existing as well as new construction, the City should also try to aid developers in working out problems that relate to the City, particularly in expediting the approval process from presentation of the proposal to issuance of the necessary building permits. In the event that a sufficient number of private investors are not forthcoming, the City should make concerted efforts to attract investors through modifications of the type of campaign used to interest industry and other job generating uses.

(c) Maximize Remaining Government Aid

With federal aid to housing being reduced to very low levels it becomes very important for Jersey City to place itself in a position to obtain as much of the residual as possible, including as-yet-unassigned Section 8 contracts and FHA Section 235 commitments. Reduced federal aid will also cause additional pressure to be placed on state sources of housing and mortgage assistance, and competition for state aid will also grow keen. In order to obtain as much of the limited state and federal aid as possible, the City may wish to establish a small office to maintain consistent and frequent contacts with the regional offices in New York and Newark and central offices in Trenton and Washington. If this proves to be too expensive, Jersey City may wish to join with a few adjacent or nearby municipalities with similar interests to help defray the costs.

(d) Attempt to Quell Abandonment

Abandonment still continues to drain the housing supply and will do so as long as operating, maintenance and financial costs escalate. Abandoned units reduce the housing inventory, blight the neighborhood, and serve as dangerous play areas for youngsters and as places of concealment for derelicts and addicts. Abandonment and arson very frequently go together.

In order to combat this problem, it is essential to set up some type of early warning system that will spot abandonment in the initial stages of the process. This will make it possible to begin negotiations with owners that may be able to prevent abandonment, or if this is not possible, to forestall vandals from reducing the structure to a pile of useless rubble. The best solution would be for the City to be empowered to take possession of the threatened property using police power without the need to acquire title at that time. Efforts should be made to return the building to proper residential use or to brick it up for future use. If appropriate, some type of group ownership involving the tenants may prove to be an effective vehicle for future maintenance and possession of a threatened or abandoned building.

(e) Reassess Rent Control Policies

An in depth review of Jersey City's rent control policies should be undertaken. Much has been verbalized relative to the impact of rent control on both landlord and tenant. An unbiased effort should be made to ascertain the effects of the rent control policies on the City's rental units and on the housing market in general.

(f) Assuage Displacement and Relocation

Programs of private residential improvement usually involve dislocation of families and increases in rent. Methods must be devised to minimize the impact of both of these burdens on the displaced families. This can be done by utilizing a relocation procedure similar to that utilized in urban renewal. Families can be assisted in finding alternative accommodations in the public or private housing supply and in defraying the cost of moving. Particular attention should be given to families with many children who often find it difficult to obtain adequate housing of sufficient size at rents they can afford. Old people also need help because they find it difficult to adjust to new quarters and a new neighborhood. Efforts should be continued in providing decent, safe and sanitary housing for its low income families and senior citizens. Efforts in the past have been successful as evidenced by the Montgomery Gateway development and the many new senior citizen housing projects.

(g) Try Some New Ideas

In a field replete with ingenuity and ideas, it would seem redundant to propose that the City try still other proposals. There are a few that may help fill some needs, however, and these warrant consideration.

The first is home equity conversion. In several cities around the country, efforts are being made to find financial formulae that will enable older low-income homeowners to convert their equity into income while continuing to remain in their home. Research on the feasibility of a number of such arrangements has been completed by the Greater Essex Community Foundation under circumstances similar to those prevailing in sections of Jersey City. Although a riskless arrangement is still too expensive, less ambitious requirements may work out satisfactorily for all parties involved.

The second is home sharing by people who are financially unable to continue to live in a separate accommodation or who do not wish to live alone. Arrangements are now being devised that provide a separate room and bath for each resident with the option of preparing an evening or midday meal jointly.

The third is the establishment of a Jersey City mortgage insurance agency that would indemnify home mortgage lenders against loss in the event of a default. A number of cities, including Baltimore, Dallas and neighboring Hoboken have already instituted such programs which have proven to be useful. This is a good moment to consider such an agency because massive changes are being considered for the FHA, and the reduction of risk may induce local mortgage lenders to lower the debt service to the borrower.

(h) Conclusion

Housing policies and programs during the remainder of the 1980s will be formulated in an atmosphere substantially different from that prevailing during the past half-century. Much greater reliance on the private market will be the order of the day and municipalities will have to be more innovative and self-reliant than in the past.

4.2 Commercial Uses

Through the decade, major changes can be expected in both retail and office uses. With respect to retail uses, the most significant forces affecting activity will be the implementation of the proposed Newport City mixed use development, and the development of additional office activities (see Figure 14).

Newport City is a proposed development containing a regional shopping mall of approximately 700,000 square feet oriented toward the Hudson County market. Its proposed location is adjacent to the Hudson River just south of the Holland Tunnel. With this development both retail sales and employment are expected to increase sharply. Additional office activities in the City will promote the development of new retail activities primarily in food services, personal services and women's apparel. This development can be expected to occur in the Exchange Place area, particularly if the Newport City development occurs, and within Journal Square.

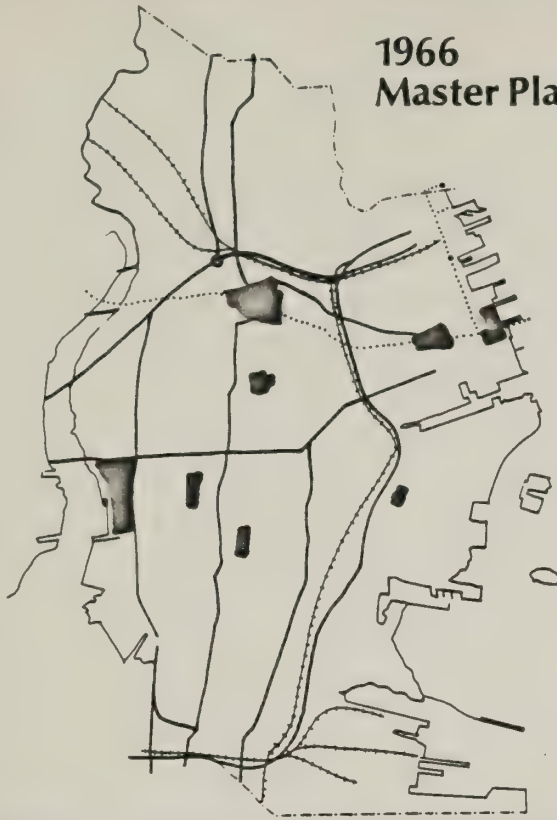
Martin Luther King, Jr. Drive will continue its decline and contract significantly. In effect, this area will follow the population and income trends of the surrounding population that it serves. By 1990 the area can be expected to be close to its 1966 size.

In order to preserve the viability of the remaining stores, the City should act quickly to seal abandoned structures. Efforts should be focused on concentrating the remaining stores in a single viable stretch rather than allowing stores and abandoned buildings to be interspersed.

Central Avenue should be able to maintain its current relative position. To preserve its viability, the City should investigate means of improving the availability of parking. Additional traffic control measures should be instituted during periods of unloading of delivery vehicles so as to reduce overall congestion. If Newport City occurs, particular attention should be given to observing the condition of establishments in the area so that the reduction in size of the area can be managed with a minimum of adverse affects.

Journal Square should continue its present role. Due to the discount nature of many of its establishments, it should not be significantly affected by Newport City. With the advent of

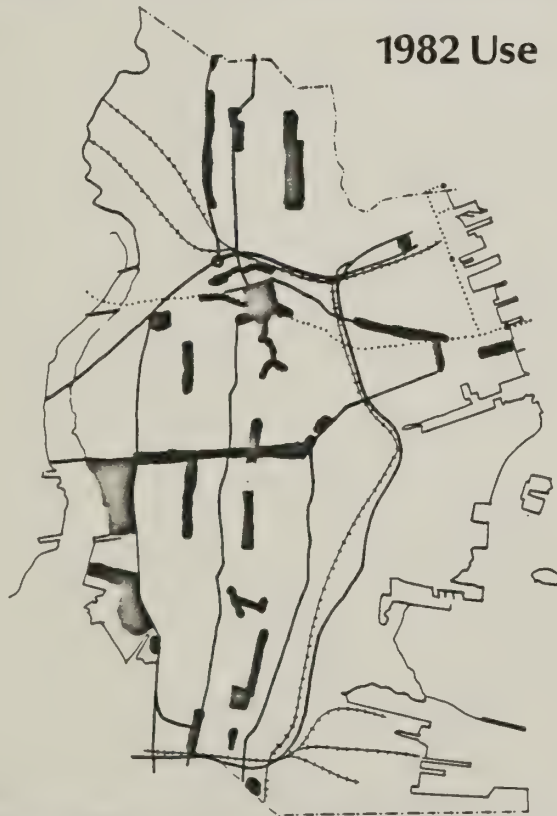
**1966
Master Plan**



1974 Zoning



1982 Use



**Future
Trends**



Master Plan Review Jersey City, New Jersey

Department of Housing and Economic Development

Buckhurst Fish Hutton Katz, Louis Berger & Associates, Inc.
0 8000 FT 1982

14 New Commercial Development

1. New Mixed Use
Redevelopment;
Office
Concentration
2. New Mixed Use:
Office,
Residential

additional office activities in the Square, additional retail activity will likely be spurred.

Specific measures that the City should consider are improved street cleaning and litter disposal programs for the Square and a reduction in loitering by transients which should improve the area's image. Improved signage directing shoppers to existing parking facilities should also be considered.

The Route 440 area should remain relatively stable. Some additional development can be expected if the U.S. Homes/Roosevelt Stadium proposal is implemented. The minor centers on Newark Avenue and Communipaw should remain stable relative to the neighborhoods they currently serve.

Office uses will be the most significant economic growth area for the City over the next eight years. Currently, the City enjoys a large competitive advantage with respect to office rents. Average rents in the Journal Square area, for example, range between \$5 and \$10 per square foot. For similar space in suburban areas the range is \$14 to \$20 a square foot, while space in mid-town Manhattan ranges between \$35 and \$60.

In addition, the Port Authority of New York - New Jersey and Merrill Lynch, Co., are currently installing a fiber optics cable between Journal Square and Lower Manhattan. This cable will significantly increase the speed and quality of communication, particularly for computers. Given this situation Journal Square and Exchange Place have become increasingly attractive for the "back office" operations of New York City firms. These are office activities, such as data processing, that do not have to be located at the headquarters of a firm. With the increasingly high rents in Manhattan these operations have begun to migrate out of the City.

For example, Citicorp has moved a portion of its computer operations to the PATH Center building, and there are three proposals for new office buildings or renovations in the Journal Square area. Additional offices can be expected in Exchange Place, especially if Harborside Terminal is renovated.

The third potential office center area is Caven Point. Unlike the other two, however, this area's viability rests not on access to Manhattan but access to suburban areas via the New Jersey Turnpike and on its lowland values. As a result, suburban style satellite office facilities can be expected to occur here, though probably not until later in the decade.

4.3 Industry

In the near-term future, several tracts of industrial land are likely to be converted to other uses (see Figure 15). Jersey City is experiencing a new pressure to provide housing and such pressure is likely to affect surplus industrial lands. In addition, a new national trend is emerging with regard to waterfront uses: Whereas waterfront property was once viewed as prime industrial land, it is now increasingly being valued for residential, retail, office and open space use. Points along the Hudson River, which provide a scenic view of New York City, are particularly susceptible to pressures for this type of redevelopment, as is happening in other Hudson County communities such as West New York, Guttenberg and Hoboken.

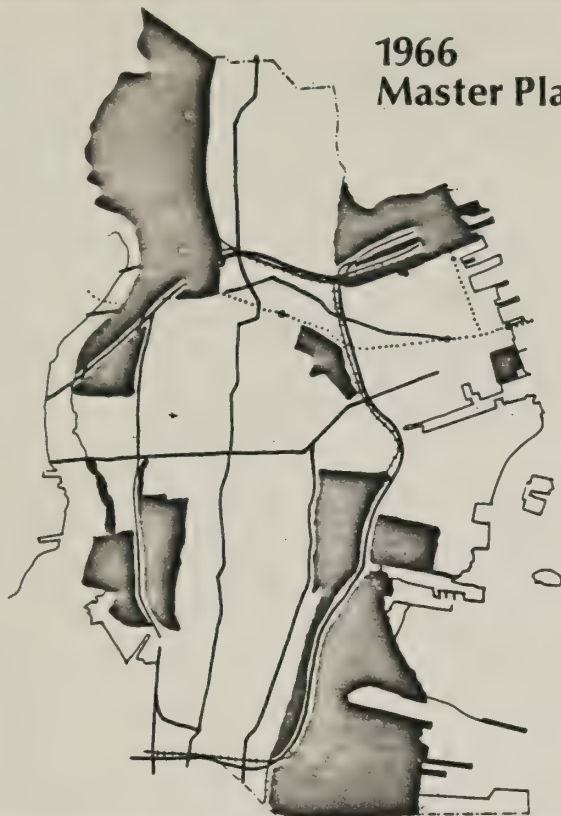
Evidence of this trend in Jersey City includes the vacant railroad yards across from Ellis Island and Liberty Island, which have been purchased by the state and are the site of the planned 705 acre Liberty State Park.

In addition, the largest redevelopment project in Jersey City is proposed for the waterfront area between Henderson Street and the Hudson River, from 6th Street to Hoboken Avenue. At present, this site contains vacant railroad facilities, rail car storage, and some marginal industrial and commercial operations. This proposal calls for regional commercial establishments, high-density residential units and office space.

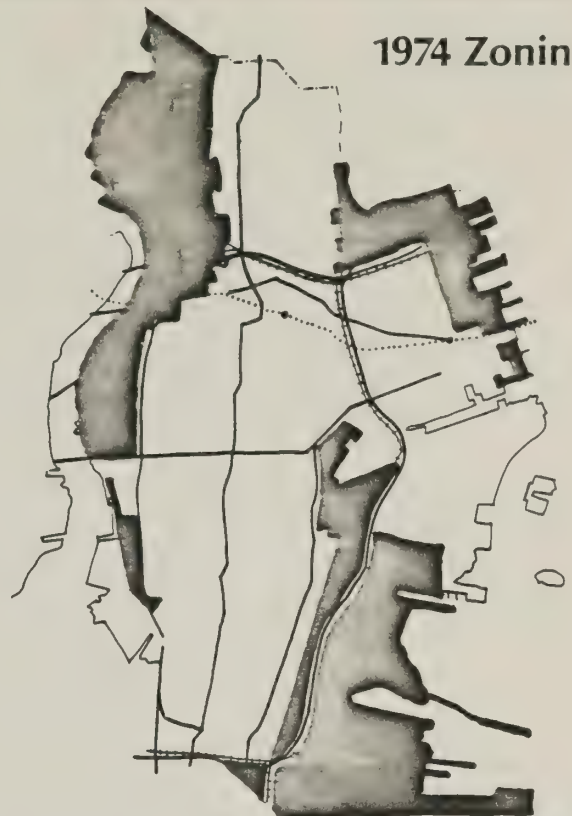
Small-scale conversions of industrial facilities to residential use are expected to take place in the vicinity of Bay, Morgan and Steuben Streets, also near the Hudson River. Here, private developers are considering the conversion of warehousing space to residential uses. This development would entail not only reuse of abandoned industrial property but also the likelihood that existing industrial/warehousing firms would sell out and relocate as the character of the area is altered. The industrial area east of the New Jersey Turnpike between Grand Street and the Tidewater basin is also likely to experience pressures to convert from industrial to residential use because of the proximity to the waterfront and Liberty State Park. Firms in obsolete buildings would be prime candidates for such conversions.

A major issue in Jersey City's industrial development future is the fate of the vacant Greenville railroad yards. The Port Authority of New York - New Jersey has purchased this land and

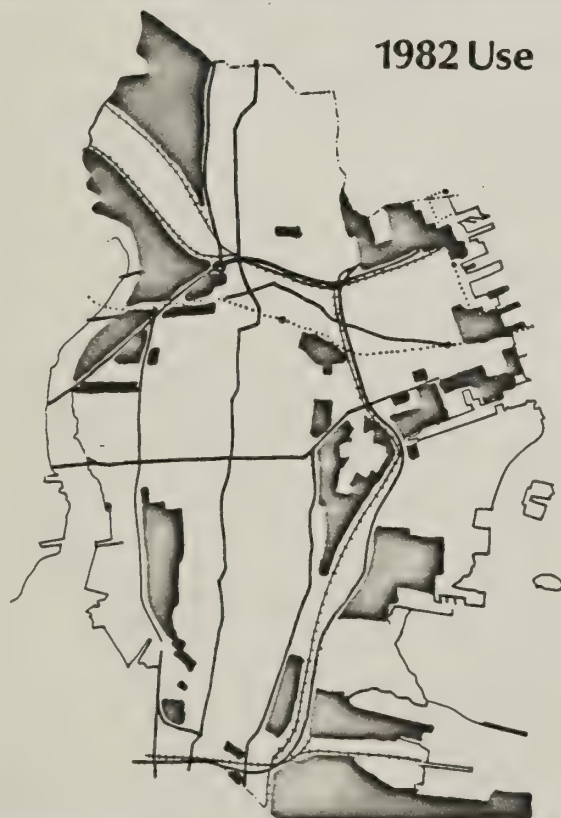
**1966
Master Plan**



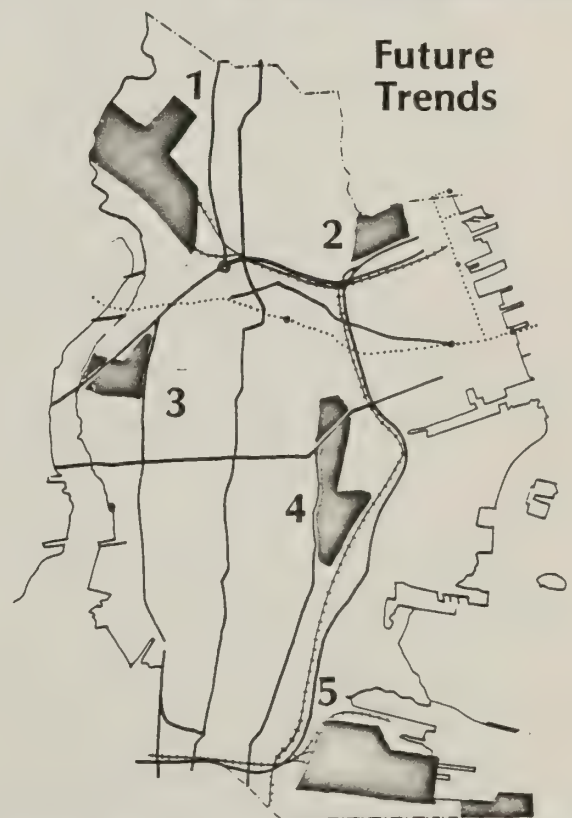
1974 Zoning



1982 Use



**Future
Trends**



Master Plan Review Jersey City, New Jersey

Department of Housing and Economic Development

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- 15 Industrial Development Trends**
- | | |
|-------------------------------|---|
| 1. Food Distribution Facility | 4. Infill and Improvement; Light Industry |
| 2. Infill Industry | 5. Port Related Uses |
| 3. New Trucking Industry | |

is currently planning to develop a coal transshipment terminal at the site. Physical factors that the Port Authority cite as favoring development of the coal terminal at the Greenville site include rail transportation access and a channel depth that, after some dredging, would be able to accommodate deep-draft ships. In addition, the project would generate employment during construction of the facility and when the facility is operational.

Negative aspects of the plan are that construction and operation of a coal terminal would add fugitive dust emissions in a region already in contravention of air quality standards. Also of concern would be water quality impacts from runoff at the site, noise levels during construction and operation, and the impacts of dredging and the disposal of the dredged material. The facility also would not pay any property taxes, although some payment in lieu of taxes would be negotiated with the City. However, the large tract of land is ideally suited to industrial use, and the City might be successful in attracting more lucrative private development to this site.

Warehousing uses along the Hackensack River and Newark Bay are not likely to change. They are well located with regard to transportation access. Indeed, vacant lands in these areas will most likely be developed as a continuation of the current uses.

In summary, extrapolation of existing trends will produce a continuation of warehousing and industrial land uses along the western waterfront. Warehousing/industrial land uses along the eastern front will succumb to pressures for residential, park land, office and regional commercial development. Land uses in these areas will thus become more homogeneous. Industrial warehousing uses in the interior of the City will remain in economically depressed areas but may be converted to other uses if locally oriented development projects are instituted.

From an economic standpoint, Jersey City has not achieved the 1966 Master Plan's desired growth in high technology, financial and research and development firms. This fact, coupled with the continued decline in manufacturing firms and the overall decline in covered employment suggests that Jersey City should adopt a more pragmatic approach to the industrial component of its economy. The issues to be considered are: the decline of manufacturing, the reuse of industrial lands, the optimal types of industry to be encouraged, and improvements to utilities, roads and municipal services necessary to attract and keep an industrial base.

4.4 Recreation and Open Space

Proposals for recreation and open space development in Jersey City revolve around several major projects, including Liberty State Park, the Hackensack River Greenway, Merseles Park, Exchange Place Plaza and a new park in the Newport City redevelopment area. Also proposed is the removal of Roosevelt Stadium and its adjacent park land from the open space system. A brief summary of these proposals follows. A number of other proposals have also been advanced but they are much smaller in scope or involve improvements to existing facilities.

(a) Liberty State Park

Liberty State Park, which was originally planned to be approximately 400 acres in size, is now proposed to encompass 705 acres. This park will be a major regional facility that will cater to the needs of a broad spectrum of New Jersey residents as well as tourists from other areas. It will also provide recreational opportunities for the citizens of Jersey City. Although only 35 acres have been developed to date, the park already has the highest annual attendance of any New Jersey State Park.

(b) Exchange Place Plaza

This park would be located at the foot of Exchange Place on the Hudson River, as part of an area of approximately sixteen acres of City-owned vacant land, a majority of which is underwater property. The park would promote use of waterfront lands and in general be an attraction to the waterfront. It would serve the daytime worker population in the immediate vicinity as well as nearby residents.

(c) Newport City Redevelopment Area

The urban renewal plan for this area in the northern waterfront includes a proposal for a new park that will provide access to the waterfront and serve the recreational needs of the new residences anticipated in this area.

(d) Roosevelt Stadium

Roosevelt Stadium and its adjacent parkland is the site of a proposed residential development conceived by the Division of Planning. If developed according to the concept plan the stadium and surrounding areas would be removed from the open space system. A new stadium and fields would be developed to compensate for the loss.

Even with the addition of the above mentioned park areas and other proposals, Jersey City will still remain well below the National Park and Recreation Standard. Jersey City simply does not have the vacant land available, particularly in accessible areas, to approach the N.R.P.A. standard.

In view of this situation, the 1974 Jersey City Master Plan for Parks, Recreation and Open Space recommended 3 acres per thousand as a reasonable goal. This standard would still require the addition of about 250 acres to the system, merely to serve the present population.

4.5 Transportation

The outlook for Jersey City's transportation system is a mixture of optimism and pessimism. Jersey City's public transit system is a major asset and one that must be carefully maintained and, in specific instances, expanded to better serve redeveloping districts. While there will be continued pressure to increase both rail and bus fares, coupled with select service adjustments and reductions, and while there are areas where additional operational improvements can and should be made, the public transit system nonetheless should continue to function well in meeting the City's transportation needs.

The outlook for the City's roadway network is not as bright. Many projects proposed over the past decade and considered vital to relieving traffic congestion on local streets, for improving circulation or for safety have similarly been deferred for reasons involving financing or the inability to reach agreements regarding project specifics. In some cases, projects expected to be constructed and for which assurances had been offered (including Routes 169 and 185) may now prove the victim of state and federal budget trimming. Reductions in federal and state funding support, for years an important component in the planning and construction of local roadway improvements, will have an adverse impact, causing further delays to much needed projects while project costs continue to rise. How the City will respond to a future of decreasing financial assistance and how it makes use of those resources that will be available will be key determinants in the future functioning of its transportation network and therefore its overall economy.

The same situation holds true for the City's many bridges. Many years of deferred maintenance have severely affected vehicular and railroad bridges; some nine have already been closed to traffic. Numerous others restrict truck movements to often circuitous routes through residential neighborhoods, increasing traffic congestion and accelerating roadway deterioration and environmental degradation. As bridge surveys, now underway, are completed it remains likely that additional bridges will become candidates for restricted use or closure. All the while this is occurring, the competition for bridge improvement monies will increase as the level of funding decreases.

An important added question regarding roadway conditions and one that will be raised more often in the future involves the degree to which private developments will contribute to transportation system improvements. Proposed waterfront development will further increase the burden on local area roadways and public transit systems.

The ability of the City to widen and extend approach and service roadways to facilitate vehicle movements along the waterfront, over and above its present road improvement commitments, as well as extend public transit to the area, is in doubt.

There is an immediate need to examine mechanisms that shift some portion of these improvement costs to private developers without jeopardizing redevelopment potential.

The City's rail freight network, which has been on a steady decline, is not expected to improve dramatically in the years ahead. Many of the once-flourishing rail freight companies and terminals in Jersey City have ceased operations or have been abandoned. Those that have remained are facing strong competition from other freight transportation modes, most notably trucking. Nonetheless, many businesses in Jersey City remain dependent on a continuation of rail freight service.

Under recent federal directives to divest itself of unprofitable routes and services, Conrail is currently examining the market potential of its remaining routes and services within Jersey City. While no final decisions will be reached for some time, there is speculation that service on some additional lines may be further curtailed. In the face of any such cutbacks is a proposal by the Port Authority of New York-New Jersey to construct and operate a coal transshipment terminal on property acquired from the Penn Central Corporation in the Greenville rail yards area. If such a proposal gains approval, it will benefit Conrail's operation and may prove beneficial to other area businesses dependent on Conrail service.

4.6 Utilities

(a) Sanitary Sewers

There is a great need to replace the existing sewers, which are in a deteriorated condition. Currently there is a \$35 million

backlog of sewer replacement projects awaiting implementation for which funds are unavailable.¹ Most of the proposed projects are to relieve flooding conditions. The current and future policy of Jersey City toward new developments is to require major new developers to construct separate sanitary and storm sewers. The sanitary lines can be connected to the existing City combined sewer lines but the storm sewers must be provided with outfalls to the nearest acceptable water body. The existing City sewer lines have the capacity to handle any foreseen additional sanitary flows but are incapable of handling additional storm water flows.

Currently, Jersey City is making a \$1,800,000 loan to its own Sewerage Authority to improve tide gates, regulators, sewer outfalls, and the primary treatment basins at both plants.

In line with the policy of both the federal and state governments to develop regional approaches to wastewater management, the Hudson County Board of Chosen Freeholders created the Hudson County Utilities Authority (formerly the Hudson County Sewerage Authority) to plan, acquire, construct, operate and maintain wastewater treatment facilities to meet the county's present and future needs. The Authority has completed the development of the Wastewater Facilities Plan of Hudson County. For planning purposes, Hudson County was divided into three manageable geographic areas by the New Jersey Department of Environmental Protection. Planning Area I includes Jersey City, as well as Secaucus and portions of Kearny and North Bergen.

Planning Area I, with the exception of a portion of the Secaucus and all Kearny flows, will be directed to the proposed Hudson County Utilities Authority wastewater treatment plant at the present Jersey City East site which will be expanded and upgraded to secondary treatment. The Jersey City West Plant will be abandoned at the same time. Dates for implementing the regional sewerage system have not yet been established.

As a result of changes in the Federal contract the County Utilities Authority plans to modify the existing 201 facilities plan, which has been found to be too costly. A working committee has been established that has retained a consultant to help plan facilities more in line with the desires and capabilities of the communities involved.

¹Juliano Giudici, Assistant Engineer, Jersey City Division of Engineering.

(b) Water Supply

The decline in Jersey City population and the exodus of industry has led to a decline or leveling off in overall water consumption. At one time the City was actively pursuing the development of additional water storage on the Rockaway River in Longwood Valley, Morris County. The land was purchased some time ago but plans are now on hold due to a lack of funds. This project would require the construction of a high level reservoir on Mare Mountain and a smaller reservoir directly on the Rockaway River. The combined capacity of both reservoirs would add an additional 8.2 billion gallons of water, which would increase the total storage capacity of the system to 19.8 billion gallons.

The present system appears to be adequate for the foreseeable future and major proposed developments, such as the Newport City redevelopment area, could be served by the existing system with no problem.¹

(c) Storm Water

As noted previously, the inadequacies of the Jersey City storm sewer system are well recognized, but no funds are available for projects awaiting implementation. Most projects are for the correction of flooding problems. There are no plans at present to control tidal flooding (such as through the construction of a seawall).

(d) Solid Waste

The cost of the collection and disposal of municipal solid waste has been steadily increasing. As a result, many municipalities are examining alternative arrangements for operating collection services (public vs. private firms) as well as dispersal methods (landfilling vs. resource recovery).

In the northeast United States, collection of solid waste by private firms has generally been regarded as more economical

¹Juliano Guiduci, Assistant Engineer, Jersey City Division of Engineering.

than municipal collection. This trend is changing, and many cities are reducing their waste collection and disposal costs by establishing their own solid waste collection service. While no evidence is currently available to indicate that Jersey City should follow the trend toward city service (as long as the private service continues to be satisfactory), it is an area that must be continually examined to ensure that efficient and effective service is provided at the lowest possible cost.

Currently, landfilling is the least expensive method of disposal for solid waste because it requires minimal amounts of fuel, equipment, construction, maintenance and labor. However, the future of landfills in the Hudson County area, specifically in the Hackensack Meadowlands, remains uncertain. Landfills in northern New Jersey are nearing their design capacities. Regional decisions regarding the future use of the Meadowlands and other nearby landfill sites will have an economic impact on Jersey City disposal practices.

As present disposal practices become more expensive, adoption of newer technologies may become more viable. One such method that has been under serious consideration by Hudson County officials, is a waste to energy-recovery facility, in which heat from the burning of the refuse would be recovered and used to generate steam that could be sold directly to industry. This type of system requires a continuous flow of wastes, as well as a back-up system for users in the event that the flow of waste is interrupted.

The lead time before such a facility could be operational, due to the time needed to obtain permits and carry out construction, is from 5 to 10 years. Such facilities are often financed by the private sector, although public agency participation is becoming more widespread.

Jersey City faces the option of recovering materials from its waste as a means of reducing both the volume and the cost of landfilling and of also raising revenues from the sale of reclaimed materials. Increasing attention has been focused on the value of waste materials including metal products, paper and glass. Recent state legislation instituted a fee on landfill disposal as a means of providing funds for resource recovery demonstration projects. Each year greater attention turns to the value represented by solid waste, with government policies encouraging waste reclamation and reduction methods.

(e) Energy

Extrapolation of existing trends indicates continued high energy costs, with a resulting shift for the region in the economic base toward industries that are either energy efficient or that use little energy. Continued high energy costs are a direct function of the heavy reliance on fossil fuels.

The future of alternative fuels is difficult to predict. Recent federal energy policies have resulted in a substantial reduction in federal funds for development of alternative energy sources and for conservation. The New Jersey Municipal Land Use Law (Chapter 291, Laws of New Jersey, 1975), however, provides an opportunity to develop more energy-efficient buildings and to consider renewable energy resources such as solar energy. Municipalities can now develop their own design standards and zoning ordinances directed toward greater concern for the impact of proposed land use, transportation patterns and energy consumption. Proposed building heights and orientations that are in conflict with solar energy use, for instance, or that impinge on solar use by other buildings are issues that must be considered. As noted in the previous section, another alternative to fossil fuels that may emerge in the future is energy recovered from the burning of solid waste.

4.7 Environmental Quality

(a) Air Quality

While progress is being made to improve local and regional air quality, it remains unlikely that each federal and state standard with respect to public health and welfare will be attained in the near future. The City's recent air quality study has pointed out that even if each of the improvements recommended by the plan is implemented, Jersey City will continue to be in violation of primary air quality standards for carbon monoxide and ozone. In addition, implementation of the recommended transportation improvements would require a capital investment at a time when state and city resources for such improvements are declining. This will make it even more difficult for

Jersey City to attain standards and will extend the period of time its citizens will face poor air quality.

The difficulty in attaining air quality standards may be exacerbated as proposals for new residential/commercial/office development along the waterfront are realized. These proposals will create additional volumes of traffic in and through areas already overburdened with traffic and motor vehicle pollutants. The emphasis in air quality issues during the 1980s will see a greater interest in toxic and hazardous pollutants, which are increasingly being recognized as significant air quality problems. Recent research indicates that toxic or hazardous pollutants can be released from treatment and disposal sites through improper storage, waste transfer, incomplete combustion or ineffective final disposal. Additional research on this subject and examination of waste disposal practices in the Hudson County area may bring forth additional issues to be considered in evaluating future air quality in Jersey City.

(b) Noise

The overall lack of data on noise levels and public health impacts in Jersey City forces a qualitative rather than quantitative assessment of future trends. Continued high volumes of truck and automobile traffic will aggravate existing noise quality problems in neighborhoods near truck routes and heavily traveled roadways. Given the present pattern of mixed land uses, noise conflicts between incompatible uses are also expected to continue.

4.8 Summary of Development Opportunities and Constraints

This section of the report has reviewed some of the potential development trends and issues confronting the City. Figures 16 and 17 summarize these major land use issues by identifying the major physical influences that will influence future land use change (Figure 16); illustrating a preliminary assessment of possible future redevelopment (Figure 17).

The key factors that are influencing long-term planning for the City include the following:



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Food Distribution Facility

Housing Rehabilitation

Infill Industry

Mixed Use Redevelopment

CBD Investment

Office Concentration

Office/Commercial Concentration

New Trucking Industry

New Housing

Extend Park Access

Infill & Improve Light Industry

Housing Rehab

Housing Rehab

Complete Liberty State Park

New Retail

Extend Park Access

Mixed Use: Office, Residential

New Housing

Port Related Use

Port Related Use

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17 Future Trends

Residential
Commercial
Industrial
Mixed Use

Park
Major Improvement
Redevelopment
Highway Access

- o The availability of relatively large parcels of vacant land. As noted earlier, many of these are on the waterfront and result from the closing of former railroad yard areas.
- o The construction of the planned 705 acre Liberty State Park provides an important focal point for the region's open space system. The possible extension of pathways and other open space elements to the north and south of the park will create additional amenities for adjacent development sites.
- o The historic districts within downtown represent a significant revitalization program focusing on private investments of the brownstones in the area.

4.9 Future Trends

Figure 17 provides a summary of current and expected future trends. This map can also serve as basis for developing a future land use map.

The major trend noted on the map is the interest by the private sector in development along the Hudson River and upper New York Bay. Should the developments proposed in the area materialize, there would be a clear shift of new office, retail and residential development to the east.

Of major importance, especially in terms of retail shopping, is the Newport City development. Jersey City has never been served by major department stores and the introduction of these to Newport City would create a regional shopping complex drawing on all of Hudson County and competing directly with the proposed Berry Creek development in the Meadowlands as well as with malls further to the north.

Newport City and other developments along the Hudson have the potential to introduce luxury housing to Jersey City -- something that has not happened in many years. Such housing, when combined with the brownstone rehabilitation movement, will result in a mix of housing, an increased tax base and a greater market for retail expenditures.

Finally, a gradual but long-term office potential is foreseen, especially in Journal Square. Back offices serving the Manhattan service sector represent a significant growth potential.

This combination of uses is significantly enhanced by the creation of Liberty State Park which is becoming a major tourist attraction. The Park draws from the region and capitalizes on Jersey City's location on the bay in proximity to the Statue of Liberty and with spectacular views of New York.

Other developments may also be able to benefit from Jersey City's location within changing regional economic patterns. Residential and office research facilities may be attracted to Caven Point, for example, because of its good road access and future proximity to the potential fiber optic cable route proposed by the Port Authority.

Future trends in the heart of Jersey City are expected to reflect present patterns with some minor exceptions. The overwhelming needs that clearly surpass other priorities are to preserve the existing housing stock, particularly in central and southern Jersey City and to preserve the existing manufacturing base, particularly on the western slope. In order to achieve both of these goals hard capital budget decisions need to be made, particularly in terms of maintaining existing infrastructure.

Journal Square is expected to be able to maintain considerable strength as a mixed use community shopping area where a mixture of retail, office and residential development is possible. These uses can capitalize on the PATH tube and can continue to serve the surrounding neighborhoods. Local shopping strips are expected to continue serving the local neighborhoods. They would appear to be stronger in the future if some, such as Newark Avenue and Martin Luther King, Jr. Boulevard, can be consolidated or contracted so that several strong retail blocks can flourish, rather than a long strip of shopping that struggles to survive.

Community facilities -- the parks, the churches, the community centers, the schools -- all help form a sense of viable and attractive neighborhoods. Public/private partnerships need to be encouraged. Lincoln Park, St. Peter's College, the Medical Center and other facilities not only serve local residents but are regional assets.

Simple design elements such as tree lined streets need to be maintained. The present two- and three-story building height creates an attractive neighborhood scale, particularly because the simple landscape elements of grass and trees are able to predominate.

There are two areas in Greenville in which new residential construction can take place. The first is Droyers Point, vacant land west of Route 440 overlooking Newark Bay, on which U. S. Homes has proposed a large private housing development. This section is separated from the built-up parts of Greenville by a wide road and thus can generate its own residential environment. The second is an elongated nearby area that can be suitable for residential use, as existing non-conforming uses are phased out and land becomes available.

In summary, future trends will continue to be characterized by changing demographics and private market perceptions. Population will decline somewhat further, and many residents, particularly minorities, will continue to be extremely hard pressed to generate enough income for themselves and their families. Continued pressure will be felt on the upkeep of the existing neighborhoods. What is significantly different from the last several decades is that private investment appears to be returning in selected areas, particularly along the Hudson. If this can be encouraged, it can represent a major potential tax and employment resource as well as a needed "image" boost. Public monies can then be concentrated on the existing neighborhoods and the existing infrastructure.

5 Conclusions

5. CONCLUSION

5.1 Changes in Land Use from 1966 to 1982

Over the sixteen years since development in Jersey City was last inventoried, many changes in land use have taken place; some profound, affecting large tracts of land, others more subtle, occurring on a smaller parcel-by-parcel basis. The discussion that follows serves to focus on these changes and how such changes have influenced the City's overall land use development pattern.

The most apparent changes since 1966 have affected properties along the Hudson River waterfront previously owned and utilized by the railroad industry. In 1966 the dominant land use along this waterfront was clearly railroad-related with industrial uses comprising the largest portion of the remainder. With the decline of the railroads this waterfront property has become vacant or converted for other purposes.

Changes in industrial land use patterns have also occurred since 1966. The establishment of the U.S. Postal Service Bulk Mail Facility north of the Croxton rail yards, expansion of industrial uses south of these yards and along Route 1, expanded industrial development south of Liberty State Park at Port Jersey and the Greenville yards area along with small scale expansions in and around the Holland Tunnel and other scattered in-filling are among the primary changes that have occurred in the City since that time and serve to increase the overall amount of land dedicated to industrial purposes.

With regard to commercial development there has been a significant contraction to the extent of the commercial development centers in the City. Each commercial district has had a decline in the number of establishments with the most apparent declines taking place in the Downtown and Greenville sections of the City.

With regard to recreation development the City now has located within its borders New Jersey's most often visited park -- Liberty State Park. The Park has been continually expanding as it grows toward its eventual 705 acre size. The establishment of the Park and the increase in residential and office developments in the Exchange Place area now offer waterfront uses to the City not previously available and which can serve as a catalyst for similar developments in the future.

5.2 Future Trends and Zoning

(a) Relationship of Present Zoning to Current Trends

The 1977 zoning map followed the more traditional role of land use reflection (one of the major purposes of zoning being to maintain property values) in an attempt to support the existing uses and sustain this viability.

Our observations show that in general there has been a trend in the 1977 zoning district map to work towards the Master Plan recommendations yet to be less bold in re-zoning areas which would result in extensive instances of nonconformity. By and large, this is sound zoning policy. It recognizes that while the plan may recommend substantially different land use policies in certain areas of the City, the zoning policy recognizes that some of the areas are not ready for such change.

Residential

The 1977 zoning reflects the residential recommendations of the 1966 Master Plan with a few exceptions as follows:

- o An area one block wide and twelve blocks long between Henderson and Grove Avenues from 10th Street to Morgan Street, of which the northerly and southerly two blocks are shown on the Master Plan for industrial and commercial uses respectively;
- o Several blocks near the waterfront in the easterly part of the City zones Residential 2 and shown on the Master Plan

for industrial use. Between York and Dudley Streets north and south and east of Washington Street. Other examples can be found in the vicinity of Bright Street and Trenton Street.

Commercial

Of particular note is the significant reduction in strip commercial between the 1966 Land Use Plan and the 1977 Zoning Map. In several locations the Master Plan recommends either a severe curtailment in the length of the strip commercial or its complete elimination, while the 1977 zoning continues to reflect a more extensive commercial strip. Some notable examples are Hudson Boulevard near the extreme southerly extensions of the commercial area along Jackson Avenue and similar extensions along West Side Avenue between Kearney and Eaton Avenue, and Central Avenue from Manhattan Avenue in the south to Bowers Avenue. One difference in land use policy would be the area west of Route 440 and south of the shopping center which is partly in industrial use but is entirely zoned for commercial.

Industrial

Generally speaking the areas shown on the Master Plan for industry are zoned for such purposes with a few minor exceptions. An example is the area south of Harsimus Cove on the Hudson River which is shown on the Master Plan for residential.

(b) Zoning Revisions

Based on the above analysis, it is recommended that a study be undertaken of several possible revisions to the Zoning Ordinance to address areas of need and opportunities for improvement in the City. Eight specific areas are recommended, which are as follows:

Bonuses and Incentives

Incentive zoning is a planning technique used to obtain community amenities when their provision cannot be required by

traditional zoning. Zoning is increasingly being used as a positive planning tool whereby the community seeks to acquire benefits above and beyond those which can accrue from proper land use and building regulations. The method by which this is accomplished is commonly called incentive zoning. It involves permitting development benefits, such as additional height or density, in return for added community amenities. It is used in the Jersey City Zoning Ordinance today to achieve "building and site designs that will produce public benefits," such as improved pedestrian circulation by providing either wider walkways or alternate routes of travel. It is used, however, in only the C-1 and C-4 districts. In other communities, incentive zoning has been used to encourage developers to build additional moderate income housing, to provide public open space and to achieve designs which conform to certain planning concepts such as improved accessibility, ease of pedestrian movement as in Jersey City, and enhancement of views. Communities have goals such as construction of housing for young families and those of moderate income, preservation of buildings and features of historic and architectural significance, encouragement of multi-use structures, and provision of additional open space and recreational facilities. This last is particularly appropriate in Jersey City. All of these goals, and others, could be furthered by offering a developer some incentive to provide additional housing or parks, or to preserve some valuable portion of the City's heritage. Under normal zoning, these actions on a developer's part may not be in his best economic interest.

For instance, if the zoning ordinance allows multi-family residential development of a given piece of property, it might be in the developer's best interest to build an expensive condominium development with dwelling units affordable only by upper income families. The Zoning Ordinance could, however, provide for extra density if the developer agrees to provide some proportion of the units at prices affordable by moderate income families. Likewise, a developer might prefer to demolish a historic building and build a completely new structure, or he might prefer to leave no open space on the site. If, however, there were some way in which he would have a project more economically desirable to him if he preserved historic features or created additional open space, he might then do so.

Incentive zoning can thus be an important tool in achieving the goals of the Master Plan.

Transition Zones

To strengthen the map boundaries between different types of use districts, such as residential and commercial districts, buffer zones could be established which would contain transitional uses. The concept of transitional uses is to provide a method of easing the transition between fundamentally different types of uses. Rather than placing a commercial zone next to a single family residential zone so that at the boundary a restaurant may be adjacent to a house, a transitional area is established along the former boundary. This transitional area is then allowed to contain uses which are a compromise between commercial and single family uses. Such compromise usage might include garden apartments, professional offices, private schools or banks, among others.

As an example, where a residential neighborhood abuts a commercial neighborhood over a fairly large area, a new zone could be established which allows a mixture of high intensity residential and low intensity commercial or office use. Alternatively, the same result could be achieved by establishing an overlay zone. The underlying area would remain zoned residential, but the transitional area would be subject to a special set of regulations allowing the same type of combination of residential and low intensity commercial or office uses.

Where the area of transition is fairly small, for instance where a commercial district adjoins a single family residential district near a street corner, additional restrictions could be made to apply for a stated distance within each district. For a stated distance within a commercial district, no gas station, fast food restaurant or other objectionable commercial uses would be permitted. For the same distance inside the residential district, two-family dwellings, small professional offices and other more intensive residential uses would be permitted.

Other transitional provisions could also be applied. Height limits might be increased slightly in the bordering residential districts and diminished in the commercial or industrial districts. Yard requirements in the commercial district could be made the same as those in the residential district, with parking prohibited in the portion of the commercial district adjoining the residential district. Landscaping could be required, or a fence, wall or complete evergreen screening

could be required to shield residential property from noise, glare and other annoyances emanating from the non-residential property.

Loft Conversions

Conversions of lofts to residential use are not a problem in all areas of the City. The true problem with loft conversions is that they need to be regulated so that they occur only in areas appropriate to them so that the conversions themselves are accomplished in accordance with all applicable codes and ordinances, including the building code and health code. Provisions should, therefore, be enacted which govern the areas in which lofts are appropriate and which provide standards for such conversions. For instance, the conversion of a building to residential use requires certain changes in the fire protection devices and standards of the building, in the access provisions for multiple uses, and in the governance of the mixture of uses allowed. A mix of residential and non-residential uses may be allowed in certain circumstances in a former industrial building, but it is not always appropriate to allow residential and industrial uses within the same building.

Parking

The City needs additional parking supply. This supply could be provided by increasing the parking space requirements of the Zoning Ordinance. This could, however, create problems of its own. A better method is to devise alternative, innovative methods of meeting those parking requirements and to include them in the Zoning Ordinance. These methods include compact car parking, van pool parking, fee-in-lieu provisions, and satellite parking. A study should be undertaken to address methods of alleviating neighborhood parking problems.

Compact Parking

If separate sections for compact cars are established in parking lots, a critical factor in obtaining increased capacity is full utilization of the compact car section. There are several key features which should be incorporated in any zoning provisions to ensure best use.

First, the compact car section should be convenient, from the viewpoint of both automotive access and pedestrian access, in order to attract compact car users. Today's need to save energy should make this publicly acceptable, as long as acceptable service is provided for all parkers.

Second, use of the compact car section should be self enforcing in order to avoid added operating costs and misuse that would lessen capacity gains or patron service. The compact car parking section should be markedly different in parking dimension from standard spaces in order to discourage, if not actually prevent, other parkers. Clear and distinctive signing should be provided to identify the compact car sections, and it should be clearly difficult for a large car user to park in the compact car section.

Third, the compact car section should be of such size and location that it always fills before the entire lot does. Otherwise, compact cars might be parked in regular spaces and larger cars would then be forced to misuse compact car areas.

Finally, compact car sections would work best for long-term parking, such as for residential and office uses, and for employee parking and other types of uses. It is probably not advisable to employ it for short-term parking, such as shoppers, at least until the City has gained some experience in the operation of such facilities with long-term parking.

Van Pool Parking

Another idea well worth pursuing is that of providing preferred parking areas for van pools. The popularity of car pooling and van pooling is definitely increasing. More persons share rides, take public transit and establish commuting groups who travel by van rather than by car.

It is too early to say whether this will, however, occur as a permanent matter. Multiple ridership has increased in two gasoline shortages, only to decrease again when gasoline became available or less expensive. A permanent increase in multiple ridership would, however, benefit the City since it would not only save energy but would decrease traffic, improve air quality and allow proportionally more land to be devoted to taxpaying development and less to parking areas. Multiple ridership should therefore be encouraged.

This encouragement can be accomplished by providing a separate area in parking lots for van poolers and car poolers. The same features which should apply to compact car parking should apply to pool areas also. The pool areas should be conveniently located, self enforcing, of correct size and location, and should be employed only for long term parking.

Fee-in-Lieu

Another excellent way to encourage provision of adequate parking and to make such provision in a centralized fashion, is to establish a "parking fund" into which developers pay a fee in lieu of providing parking spaces. Instead of actually providing the required offstreet parking on the specific site where it is needed, and instead of having no parking requirements on some sites at all, an applicant could be required to make a cash payment into the parking fund. The amount of such cash payment would be based upon the comparable cost of the City's providing such parking for him. The parking fund would then be used as a contribution towards the cost of building centralized parking.

Satellite Parking

Finally, as it becomes more expensive to build parking structures, developers may wish to provide parking in outlying location, with a connecting bus to transfer people to their buildings. This is called satellite parking. In some situations, such as employee or commuter parking, this could be a sensible solution. Provisions to allow it where appropriate should be included in the zoning ordinance.

Three-Family Conversions and Accessory Apartments

Standards should be promulgated in the zoning ordinance to provide regulations for accessory apartments. Accessory apartment is a term applied to a dwelling unit added by conversion to an existing one or two family house. Such apartment is limited in size so that it does not change the character of the building and functions as an accessory part

of that building. Typical standards for accessory apartments are as follows:

- o The owner of the lot on which the accessory apartment is located shall occupy at least one of the dwelling units on the premises.
- o The resident structure must be in existence prior to the adoption of the accessory apartment standards in the zoning ordinance.
- o The lot must meet the lot area, yard and coverage requirements for the zoning district in which it is located.
- o Adequate offstreet parking shall be provided.
- o No exterior changes should be made to the dwelling unit which would alter the character of the dwelling.
- o A minimum floor area shall be required for the accessory apartment.

Architectural Review

The City should make provision for architectural review of development proposals beyond the architectural review it now makes of development proposals in historic areas. This architectural review should be accomplished in accordance with standards related to the economic, social and cultural patterns of the City, in a fair and reasonable manner, and by persons qualified by talent or training to make aesthetic judgments, such as architects, artists, landscape architects, etc.

The scope of review should include all construction in the City, over a certain minimum dollar limit. Many communities exempt one and two-family residences from architectural review. This may not be appropriate in Jersey City, since in a predominantly built-up city the construction on a vacant lot of an excessively dissimilar building (such as an A-frame house on a street of row houses) could harm the overall appearance and attractiveness of the neighborhood, and adversely affect property values. Likewise, the construction of excessively similar buildings, such as tract houses,

should be avoided.

On the other hand, it is not necessary to review every development proposal. Aesthetic review will not be necessary, for instance, for all additions or extensions to existing buildings. It should be made applicable to only certain classes of additions, such as those exceeding a certain dollar value and those buildings of known historic or architectural significance.

Finally, architectural review should be employed not only regarding the design of the building itself, but also in the review of conditional uses and site plan applications. A decision could be made by one body, perhaps in review of a conditional use application, that would foreclose design alternatives normally available to the body approving the appearance. This can be prevented by providing for an advisory referral of such applications to the architectural review body.

Improvement of Non-Conforming Uses

An idea discussed above is the provision for the improvement of non-conforming uses in such a way as to reduce their external adverse effects. Upon a finding that a non-conforming use is likely to continue in existence for the foreseeable future, it may be advisable to allow structural alterations and even some enlargement to reduce the adverse effect which an existing ugly non-conforming use may have on its surrounding neighborhood. This should be done, however, subject to limitations and requirements, including maximum lot coverage, control of curb cuts, removal of some of the non-conforming characteristics (such as excess signs), installation of landscaping and buffering, and so forth. Of course, such improvement may make permanent the monopoly which the non-conforming use enjoys, but as a policy matter, the City may decide that the practical improvement outweighs this consideration.

As to method, this review would most easily be accomplished on a case-by-case basis, due to the significant variances among the characteristics of older non-conforming uses. The overall concept should be to have an improvement plan prepared by the owner of the use, to be approved by the approving agency after a public hearing. This procedure could begin at the discretion of the City Council, whenever

requested by the applicant, the Planning Board, any other interested agency, or on the City Council's own initiative.

5.3 Comparison of Future Development Trends with the Master Plan

During the time since the Master Plan was last prepared changing economic and social forces and priorities have shifted the course of land use development from that which was earlier anticipated. A summary of the changes in future land use development trends from what was planned in 1966 is described below.

The major differences in current development trends from the Master Plan proposals are found concentrated along the City's waterfront. Previously developments along the waterfront were almost exclusively committed to industrial and railroad use. The decline of manufacturing industries and the railroads coupled with a new interest in mixed use developments along the waterfront is forcing a major shift in future land uses in these areas. While some industrial developments and other port-related uses will remain on the waterfront, future development pressures are increasingly favoring the provision of residential, office and commercial concentrations and recreational activities.

Evidence of this trend to upgrade the urban waterfront is rooted in those proposals for development on Jersey City's eastern shore where the Newport City office center and retail mall (near the Holland Tunnel) is being planned, a larger than anticipated Liberty State Park is taking form, and a second mixed use development center (south of Liberty State Park) is also being planned. The basis for each of these projects lies in the many amenities of waterfront location.

In keeping with this trend, new retail and housing concentrations are also anticipated along the City's western shore. The Roosevelt Stadium area, once expected to be largely industrial and recreational (a holdover from the time the stadium was more often used) is now a prime location for new housing and commercial activity.

A major shift with respect to the future of the City's transportation system, infrastructure and public facilities is also occurring. The 1966 Master Plan anticipated many new roads, schools and other public facilities in response to higher levels of population and economic activity. The past sixteen years have witnessed continual declines in population and business activity and have forced a re-evaluation of the need to undertake ambitious expansions to the City's physical plant. Future emphases relate less to expanding services and facilities and instead focus upon maintenance and stabilization.

5.4 Future Study Requirements

Eight sets of additional studies are recommended and include a Capital Budget Study, a Project Financing Study, and Institutional Management Study, a series of section specific studies, a new Master Plan, a new Zoning Ordinance, an Infrastructure Study and a Public Facilities Study. Where applicable, the studies should analyze the relationship of the City's autonomous agencies to the Master Plan objectives. Each of these are described below.

Capital Budget Study

As noted throughout this study, the City's infrastructure is at a critical juncture. Minor holding or patching operations can no longer suffice. Unless immediate attention and resources are devoted to the aged utility and transportation system, the City faces emergency after emergency. As each emergency occurs, the damage to the City's reputation and its comparative economic advantage make the probability of redevelopment that much less. Both heavy maintenance and reconstruction programs must be instituted at once.

Additional project lists are not required. Indeed, the Consultants have found that many projects proposed during the 1960s and deemed vital in the 1966 Plan have yet to be implemented.

Much of the problem appears to be an inability to focus resources on critical problems. Accordingly, the City should develop an integrated capital budgeting process. The end product of this budgeting process should be a single pro-

ject list in which the priority is based on degree of contribution to the City's economic health and the net economic rate of return of the project. Resources should be committed only to those projects whose benefits outweigh all other projects.

In order to operate such a process the following should be developed:

- o a standardized method for estimating a project's contribution to the City's redevelopment. This should be based on a set of clearly identified accomplishments the City hopes to achieve and be organized by the functional areas necessary to each accomplishment.
- o a standardized method for estimating costs, benefits and net economic return.

Project Financing Study

Currently, Jersey City exceeds its bond limitation and debt service load approaching 10% of its operating budget. These facts impose significant constraints on the availability of funds for capital projects. Accordingly, the City needs to comprehensively investigate alternative sources of funds ranging from pro-rata private financing to public authority financing. The specific aims of this study should be to perform the following for each project on the unified project list:

- o identification of alternative financing methods
- o evaluation of methods
- o requirements of preferred methods
- o action steps needed to secure funds

Institutional Management Study

Based on the work performed for this study, it became apparent that much of the difficulty in project implementation was due to a lack of clear lines of responsibility. This was

most evident in Parks but was seen elsewhere as well. Accordingly, the City should review its organizational arrangements by functional area for management deficiencies. Specifically, for each functional area the following should be done:

- o identify agencies involved
- o identify role of each agency or agency with ultimate responsibility
- o where responsibility does not rest with one agency, evaluate and recommend most appropriate agency to have responsibility.

Sector Specific Studies

The City should undertake a series of highly specific studies which assist in the maximization of the City's comparative advantages. Among these should be the following:

- o a market analysis for office development in Journal Square. This should then be used by the City to inform financial institutions concerning the area's possibilities and to generally assist developers.
- o an identification of the benefits to location in the City as a result of the proposed fiber optics cable. The location of this cable within the City provides significant advantages to the City but many potential users are probably unaware of this. The City must promote its advantages.
- o the development of marketing brochures for such areas as Liberty Park, Exchange Place and Journal Square. These brochures should then be used as tools by the City Promotion Office (recommended earlier) to inform and market the advantages of the City.

Although not large in number, the City's brownstone homes are an attraction that can induce migrants to the City. In and of themselves these homes will not create a significant city-wide economic impact but they contribute greatly to the image of the City as a vital and redeveloping city. Promotion of this resource will go a long way in aiding the City's redevelopment.

Master Plan

The current Master Plan Review performed a broad brush reconnaissance of the trends since the 1966 Master Plan was prepared. Based on this reconnaissance it identified current generalized land uses, project population and housing requirements and infrastructure deficiencies. It also estimated future development trends and identified those attributes which should be used as a basis for redevelopment efforts.

Despite these accomplishments some additional work is needed if the City is to have a Plan which is able to guide City decisions. The additional items required in order to complete the Master Plan include the following:

- o a detailed existing land use map to be used as the basic physical reference for the City;
- o specific neighborhood-level investigations which document neighborhood problems within the generalized classification produced in this work and which evaluate the effectiveness of these proposed solutions or new ones solving these problems;
- o a public involvement program including official public hearings which integrate Jersey City's residents and business interests within the Plan and helps ensure support for the overall Plan's implementation.

Zoning Ordinance

Based on the new Master Plan, the current zoning ordinance should be revised to achieve the legally mandated compatibility. In addition, the zoning proposals developed by the Consultant should be considered for adoption at this time. Urban Renewal Plans and the Zoning Ordinance should be made compatible.

Infrastructure

Further analysis is needed of the City's overall plans for water, sewage and roadway improvement in light of major developments planned or underway.

Public Facilities

A study is needed of police and fire facility consolidation and improvement.

Appendices

APPENDICES

Table A1	Total Population: Jersey City and Hudson County (S.M.S.A.)
Table A2	Number of Households
Table A3	Population by Race, Jersey City and S.M.S.A.
Table A4	Population by Age and Sex, Jersey City, 1970-1980
Table A5	Jersey City: Resident Births, Rate and Race, 1960-1980
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Table A7	Jersey City: Crude Population Projections, 1990
Table A8	Jersey City: Housing Statistics, 1970 & 1980
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Acknowledgements	

Table A1 Total Population: Jersey City and Hudson County
 (S.M.S.A.)

	1970	1980	% Change
Jersey City	260,350*	223,532	-14.2%
Balance of S.M.S.A.	347,489	333,440	-4.0%
Hudson County (S.M.S.A.)	607,839	556,972	-8.4%
City as % of S.M.S.A.	42.8%	40.1%	

*See Correction Vote, Jersey City Census Tract Report.

Table A2 Number of Households

	1970	1980	% Change
Jersey City	87,853	80,720	-8.1%
Balance of S.M.S.A.	119,646	127,137	+6.3%
Hudson County (S.M.S.A.)	207,499	207,857	+0.1%
City as % of S.M.S.A.	42.3%	38.8%	
(State of New Jersey	2,218,182	2,548,225	+14.8%)

Table A3 Population by Race, Jersey City and S.M.S.A.

	1970		1980		% Change 1970-1980
	Number	% of Total	Number	% of Total	
A. Jersey City					
White	202,813	(77.8%)	127,699	(57.1%)	-37.0%
Black	54,595	(20.9%)	61,954	(27.7%)	+13.5%
Other	3,137	(01.2%)	33,879	(15.2%)	+980.0%
<u>TOTAL</u>	<u>260,545</u>	<u>(99.9%)</u>	<u>223,532</u>	<u>(100.0%)</u>	<u>-14.2%</u>
B. Balance of S.M.S.A.					
White	338,965	(97.2%)	297,592	(89.2%)	-12.2%
Black	6,500	(01.9%)	8,096	(02.4%)	+19.7%
Other	3,256	(01.0%)	27,752	(08.3%)	+752.3%
<u>TOTAL</u>	<u>348,721</u>	<u>(100.0%)</u>	<u>333,440</u>	<u>(100.9%)</u>	<u>-4.4%</u>
C. Hudson County (Jersey City S.M.S.A.)					
White	541,778	(88.9%)	425,291	(76.4%)	-16.6%
Black	61,045	(10.0%)	70,050	(12.6%)	+14.7%
Other	6,393	(01.0%)	61,631	(11.1%)	+864.0%
<u>TOTAL</u>	<u>609,266</u>	<u>(99.9%)</u>	<u>556,972</u>	<u>(100.1%)</u>	<u>-8.4%</u>

Note: The Hispanic population was classified as white in 1970 and "Other" in 1980, resulting in the underestimation of some trends, and exaggeration of others.

D. Hispanic Population, Jersey City, 1970-1980

1970 -- 23,729 "Persons of Spanish Language"

1980 -- 41,672 "Persons of Spanish Origin"

E. Estimated Population by Race, Jersey City, 1970-1980

As previously pointed out, the fact that many Hispanics were counted as white in 1970 and "Other" in 1980 poses a problem in analyzing trends over the 1970-1980 period. The following table attempts to make adjustments in order to more accurately reflect the population changes.

(1) Correction for 1980 "Other" overcount: according to Table 9 (Census printout), 20,782 of 41,672 persons of Spanish origin (49.87%) did not see themselves as part of any listed racial group and as a result were classified as "Other" in this table. These people are subtracted from "Other" and placed in "Hispanic Other."

Table A3 (continued)

(2) Correction for 1970 white overcount: because no racial breakdown of Hispanics was included in the 1970 Census we may assume 49.87% of the 23,729 "Persons of Spanish Language" did not see themselves as white or as black but were nonetheless classified as such. To correct for this, 11,834 people were moved from "White" to "Hispanic Other" on the assumption that black Spanish speaking people would have been classified as black.

	1970		1980		% Change 1970-1980
	Number	% of Total	Number	% of Total	
White	190,979	(73.3%)	127,699	(57.1%)	-33.1%
Black	54,595	(21.0%)	61,954	(27.7%)	+13.5%
Hispanic	11,834	(4.6%)	20,782	(9.3%)	+75.6%
Other					
Non-Hispanic	<u>3,137</u>	(1.2%)	<u>13,097</u>	(5.9%)	+317.5%
Other					
TOTAL	<u>260,545</u>	(100.1%)	<u>223,532</u>	(100.0%)	-14.2%
TOTAL HISPANIC	23,729	(9.1%)	41,672	(18.6%)	+75.6%

Table A4 Population by Age and Sex, Jersey City, 1970-1980

	1970			1980			% Change By Age Group
	Male	Female	By Age %	Male	Female	By Age %	
5 and Under	10,999	10,548	21,547 8.3	10,689	10,052	20,741 9.3	-3.7
6-17	29,966	29,432	59,398 22.8	22,649	22,218	44,867 20.1	-24.5
18-34	28,692	32,438	61,130 23.5	30,070	33,018	63,088 28.2	+3.2
35-64	41,585	44,744	89,329 34.3	31,471	37,082	68,553 30.7	-23.3
65-74	7,859	10,892	18,751 7.2	6,574	9,544	16,118 7.2	-14.0
75 and Over	3,860	6,530	10,390 4.0	3,301	6,864	10,165 4.5	-2.2
Total	122,961	137,584	260,545 100.1	104,754	118,778	223,532 100.0	-14.2

Median Age (1980):

Male: 28.2
 Female: 31.6
 Total: 29.9

Table A5 Jersey City: Resident Births, Rate and Race,
1960-1980

Year	Total Births	Rate per 1,000	Year	Total Births	Rate per 1,000	White	Black	Oth.	Unknown
1960	6,521	24.4	1970	5,387	20.7				
1961	6,454		1971	4,884					
1962	6,221		1972	4,608					
1963	6,159		1973	4,112	15.7				
1964	6,078		1974	4,144	15.9	2,342	1,699*	-	103
1965	5,656		1975	3,861	14.9	2,215	1,551*	-	95
1966	5,605		1976	3,754	14.7	2,176	1,504*	-	74
1967	5,161		1977	3,792	16.3	2,129	1,586*	-	77
1968	5,169		1978	3,933	17.3	2,054	1,783*	-	96
1969	5,115		1979	3,983	18.0	2,049	1,752*	54	128
			1980	3,962	17.7	2,009	1,723	148	81

Source: New Jersey Department of Health, Division of Planning
and Resource Development.

*Nonwhite.

Table A6 Jersey City: Resident Deaths, Rate and Race

Year	Total	Rate per 1,000	White	Black	Other
1973	3,061	11.7	-	-	-
1974	2,904	11.1	2,386	518*	-
1975	2,677	10.3	2,210	467*	-
1976	2,687	10.5	2,229	458*	-
1977	2,626	11.3	2,123	503*	-
1978	2,553	11.2	2,086	467*	-
1979	2,540	11.5	2,024	498*	18
1980	2,550	11.4	1,977	556*	.3

Source: New Jersey Department of Health, Division of Planning and Resource Development.

*Nonwhite.

Table A7 Jersey City: Crude Population Projections, 1990

1960	276,101	Census population
	.124	Natural increase 1960-1969 rate
	34,237	Natural increase 1960-1969 number
	310,338	1970 population if net migration zero
1970	260,350	But 1970 Census population
	49,988	Net outmigration 1960-1969 estimated
1970	260,350	Census population
	.087	Natural increase 1970-1979 rate
	22,650	Natural increase 1970-1979 number
	283,000	1980 population if net migration zero
1980	223,532	But 1980 Census population
	59,468	Net outmigration 1970-1979 estimated
1980	223,532	Census population
	.063	Natural increase 1980-1989 rate
	14,083	Natural increase 1980-1989 number
	237,615	1990 population if net migration zero
	68,948	Net outmigration projected 1960-1979 trend
1990	166,667	Estimated 1990 population or 24.5% decline for 1980
1990	34,474	Net outmigration at $\frac{1}{2}$ projected 1960-1979 trend
	203,141	Estimated 1990 population or 91% decline from 1980

Table A3 Jersey City: Housing Statistics, 1970 & 1980

	1970	1980
<u>Total Housing Units</u>	91,977	87,948
Median number of rooms	4.3	4.3
 <u>Occupied Housing Units</u>	 87,853	 80,720
Owner occupied	28.1%	28.0%
With black head of household	17.6%	24.5%
1.01 or more persons per room	10.9%	9.1%
Median value of 1-family owner occ. house	\$16,400	\$30,600
Median contract rent	\$92	\$177
 <u>Vacancy Year-Round Units</u>	 4,103	 7,228
Vacancy rate	4.5%	8.2%
For Sale only	0.8%	2.2%
Rental	4.1%	6.5%
 <u>Condition (Year-Round Units)</u>	 91,956	 87,948
With all plumbing facilities	86,401	84,085
Lacking some or all plumbing	5,555	3,863
Percent lacking plumbing	6.0%	4.4%
 <u>Persons Per Room (Occupied Units)</u>	 87,853	 80,720
Owner occupied; 1.01 or more	8.8%	6.4%
Rental; 1.01 or more	11.7%	10.1%

Source: Jersey City Housing Commission, Office of Planning,
1970 data.

Table A9 Jersey City: Housing Units by Availability of Complete Plumbing and Persons Per Room, 1960, 1970 and 1980.

Year	Total Housing Units		Units Lacking Some or All Plumbing		Units With 1.01 Or More Persons Per Room	
	Number	Percent	Number	Percent	Number	Percent
1980	87,948	100.0	3,863	4.4	7,346	8.3
1970	91,997	100.0	5,555	6.0	9,574	10.4
1960	91,915	100.0	15,300	16.6	10,324	11.2

Source: 1960 and 1970 Data: Office of Planning, City of Jersey City, Housing Crisis, September 1973, Table 6, p 17.

1980 Data: U.S. Bureau of the Census.

TABLE A10

PUBLIC HOUSING PROJECTS

<u>NAME</u>	<u>LOCATION</u>	<u>UNITS</u>
A. Harry Moore Apts.	324 Duncan Avenue	660
*Berry Gardens	199 Ocean Avenue	286
*Berry Gardens	92 Danforth Avenue	
Booker T. Washington	200 Colden Street	314
Currie Woods	61 Merritt Street	712
Holland Gardens	241 16th Street	192
Hudson Gardens	517 Newark Avenue	222
Lafayette Gardens	511 Grand Street	491
Marion Gardens	9 Dales Avenue	135
Montgomery Gardens	563 Montgomery Street	452
<u>Under Construction</u>		
* Danforth # 1	70-82 Danforth Avenue	84
* Danforth # 2	70-82 Danforth Avenue	
* Erie and 5th Street		34
<u>Proposed Projects</u>		
Montgomery Gateway		143
<hr/>		
* Senior Citizen Housing		

Table A11 Jersey City Public Library Buildings

Owned:

MAIN LIBRARY

472 Jersey Avenue (Between Montgomery & Mercer Streets)

Four stories and basement with central book stack area of nine (9) levels. Original building erected 1898 with a 1926 addition (four story wing on Mercer and Montgomery and central book stack in rear of original building).

82,656 square feet

MILLER BRANCH

489 Bergen Avenue (corner Clinton Avenue)

Two stories and basement erected in 1922.

(Partial occupancy of second floor by the Juvenile Diversion Project -- Department of Human Resources -- 3/77-). Basement -- Spirit of Life.

18,060 square feet

GREENVILLE BRANCH

1841 Kennedy Boulevard (corner Stevens Avenue)

Two stories and basement. Erected in 1926.

Second floor occupied by Board of Education as School #34 annex.

19,404 square feet

HUDSON CITY BRANCH

14 Zabriskie Street (off Central Avenue)

One story with basement. Erected in 1918.

Partial basement occupancy by Department of Recreation for Arts & Crafts Program.

9,500 square feet

FIVE CORNERS BRANCH

678 Newark Avenue (Newark and Summit Avenues)

One and one-half stories (mezzanine) with partial basement and fixed seat auditorium (169 seats). Erected in 1962.

Mezzanine used for Fine Arts/Audio Visual Department. Serves as headquarters for the Hudson County Audio Visual Aids Commission. Also for exhibition space for the Jersey City Visual Arts Gallery (Gallery).

16,838 square feet

PAVONIA BRANCH

206 Pavonia Avenue (block west of Grove Street)

Single story structure composed of transportable modules. Erected on concrete slab in 1970.

Now owned by the Jersey City Redevelopment Agency. Our tenancy is subject to termination.

Rental Quarters:

CLAREMONT BRANCH

291 Martin Luther King Drive (between Myrtle and Grant Avenues)

Ground level store front. Occupied in 1975.

1,950 square feet

LAFAYETTE BRANCH

338 Communipaw Avenue (corner of Whiton)

Ground level store front. Occupied in 1981.

1,625 square feet

MARION BRANCH

1017 West Side Avenue (between Pavonia and Fox Place)

Ground level store front. Occupied in 1930.

1,574 square feet

WEST BERGEN LENDING SERVICE

503 West Side Avenue (between Union Street and Williams Avenue)

Ground level store front. Occupied in 1971.

2,350 square feet

BIBLIOTECA CRIOLLA

194 Newark Avenue (corner Newark and Jersey Avenues)

Second story walk-up quarters, entrance on Jersey Avenue.
Occupied in 1974.

1,800 square feet (estimated)

PEARSALL BRANCH

102 Pearsall Avenue (corner Pearsall and Ocean Avenues)

Ground floor of remodeled parish house. Occupied in 1981.

1,350 square feet (interior, plus vestibule of work area)

3/81 Revised

Table A12

U. S. Post Offices

<u>Name</u>	<u>Location</u>
Main Post Office	69 Montgomery Street
Bergen Station	528 Bergen Avenue
Five Corners Station	645 Newark Avenue
Greenville	137 Ocean Avenue
Hudson City Station	392 Central Avenue
Jackson	163 Claremont Avenue
Journal Square	889 Bergen Avenue
General Lafayette	322 Pacific Avenue
Westside	504 Westside Avenue
New York Bulk and Foreign Mail Center	80 County Road

Table A13

ACUTE CARE HOSPITALS-JERSEY CITY

Hospital	Location	Licensed Bed Compliment		Primary Service Area
Greenville Hospital	1825 Kennedy Blvd.	Med/surg	110	Jersey City
		ICU/CCU	6	Bayonne
		Total	<u>116</u>	
Christ Hospital	176 Palisade Avenue	Med/surg	289	Jersey City
		ob/gyn	18	Union City
		Ped	22	N. Bergen
		ICU/CCU	18	West New York
		Psyc	<u>20</u>	
		Total	<u>367</u>	
St. Francis Hospital	25 McWilliams Place	Med/surg	189	
		Ped	31	
		ICU/CCU	17	Jersey City
		Psyc	<u>17</u>	
		Total	<u>254</u>	
Jersey City Medical Center		Med/surg	419	Hudson County
		ob/gyn	63	
		Ped	67	
		ICU/CCU	39	
		Psyc	<u>20</u>	
		Total	<u>608</u>	
Jewish Hospital and Rehabilitation Center	198 Stevens Avenue	Med	45	
		ICU	<u>5</u>	N.A.
		Total	<u>50</u>	

* 200 nursing/rehab beds

Table A14

PUBLIC SCHOOLS

<u>Elementary</u>	<u>Enrollment</u>	<u>Location</u>
No. 3	663	70 Bright Street
5	766	182 Merseles Street
6	901	96 St. Pauls Avenue
8	1152	96 Franklin Street
9	629	222 Mercer Street
11	927	886 Bergen Avenue
12	902	91 Astor Place
14	797	153 Union Street
15	1262	100 Dwight Street
16	440	96 Sussex Street
17	810	128 Duncan Avenue
20	701	160 Danforth Avenue
22	1138	264 Van Horne
23	994	143 Romaine Avenue
24	907	220 Virginia Avenue
25	1064	3385 Kennedy Boulevard
27	894	21 North Street
28	807	139 Hancock Avenue
29	374	123 Claremont Avenue
30	692	17 Seaview Avenue
31	153 (Special School)	3055 Kennedy Boulevard
32	485 (Special School)	123 Coles Street
33	375	362 Union Street
34	754	1830 Kennedy Boulevard
37	1022	158 Erie Street
38	853	339 Stegman Parkway
39	895	214 Plainfield Avenue
40	833	80 Gates Avenue
41	1068	59 Wilkenson Avenue
42	230	700 Newark Avenue
<hr/>		
Total Elementary		
Enrollment (1982)	23,488	
1967 Enrollment	28,465	

<u>High Schools</u>	<u>Enrollment</u>	<u>Location</u>
Academic	513	16 Bently Avenue
Dickenson	2368	2 Palisade Avenue
Ferris	1695	35 Colgate
Lincoln	1566	60 Crescent Avenue
Snyder	1985	239 Bergen Avenue
Total 1982 Enrollment	8,127	Total 1982 Enrollment - 31,615
1967 Enrollment	9,030	Total 1967 Enrollment - 37,495

Due to declining ehrollments three schools have already been closed (Nos. 2, 15, 35).

Closings in future years include:

School No.	23	- 1982
	28	- 1983
	3,33,29	- 1985
	17	- 1986
	20	- 1988
	34	- 1990

Table A15

FIRE STATIONS

E = Engine Company

T = Truck Company

<u>Company</u>	<u>Location</u>
* Fire Headquarters	465 Henderson Street
* E-1, E-6, T-2	465 Henderson Street
E-5, E-4, T-6	355 Newark Avenue
E-19, T-8	2 Bergen Avenue
E-14	46 Irving Street
E-11, T-7	152 Lincoln Street
E-18, T-3	218 Central Avenue
E-7	666 Summit Avenue
E-15, T-9	200 Sip Avenue
E-2, T-1	160 Grand Avenue
E-9	697 Bergen Avenue
E-20, T-5	582 Communipaw Avenue
E-10, T-12	283 Holiday Street
E-17, T-11	110 Boyd Avenue
E-8	25 Ege Avenue
E-22, T-4	468 Ocean Avenue
E-13	152 Linden Avenue

Rescue Companies 1 and 2 have been since discontinued due to manpower limitations.

- * Henderson Street Station to be opened within next 2-3 months.

Table A16 Bridge Clearance Restrictions

Map Code Number	Street	Nearest Cross Street(s) ¹	Obstruction	Low Clearance ²
1	Holland St.	Paterson Plank Rd. & Palisade Ave.	Ogden Ave.	10'0"
2	Tonnele Ave.	St. Pauls Ave. & Tonnele Circle	Rt. 1 & 9	13'4"3
3	Larch Ave.	St. Pauls Ave.	Rt. 1 & 9	12'0"
4	West Side Ave.	St. Pauls Ave. & Van Keuren Ave.	Erie-Lackawanna Tracks	12'11"
5	West Side Ave.	Claremont Ave.	Central of N.J. Tracks	12'4"
6	Mallory Ave.	Pollock Ave. & Claremont Ave.	Central of N.J. Tracks	11'7"
7	Pollock Ave.	West Side Ave. & Mallory Ave.	Central of N.J. Tracks	12'8"
8	Culver Ave.	West Side Ave. & Mallory Ave.	Central of N.J. Tracks	12'8"
9	Fisk St.	West Side Ave. & Mallory Ave.	Central of N.J. Tracks	11'3"
10	Ave. C	Rt. 169 & Merritt/Mulcahy Sts.	Penn Central Tracks	13'0"
11	Linden Ave. East	Caven Pt. Rd. & Princeton Ave.	Lehigh Valley Tracks	12'8"
12	Chapel Ave.	Caven Pt. Rd. & Garfield Ave.	Lehigh Valley Tracks	13'2"
13	Garfield Ave.	Carteret Ave. & Union St.	Central of N.J. Tracks	10'10"
14	Communipaw Ave.	Manning Ave. & Garfield Ave.	Central of N.J. Tracks	12'10"
15	Johnston Ave.	Jersey Ave. & Garabrant St.	National Docks Tracks	12'10"
16	Bright St.	Merseles St. & Fremont St.	National Docks Tracks	11'7"
17	Mercer St.4	Merseles St. & Fremont St.	National Docks Tracks	12'0"
18	Wayne St. 4	Merseles St. & Fremont St.	National Docks Tracks	11'8"
19	Cornelison Ave.	Bright St. & Wayne St.	Montgomery St.	12'8"
20	Washington St.	Peel St. & Steuben St.	Erie-Lackawanna Tracks	12'8"
21	Henderson St.	Fifth St. & Sixth St.	Erie-Lackawanna Tracks	13'1"
22	Grove St.	Fifth St. & Sixth St.	Erie-Lackawanna Tracks	12'2"
23	Erie St.	Fifth St. & Sixth St.	Erie-Lackawanna Tracks	11'10"
24	Henderson St.	Tenth St. & Twelfth St.	Erie-Lackawanna Tracks	13'0"
25	Grove St.	Tenth St. & Twelfth St.	Erie-Lackawanna Tracks	12'0"
26	Erie St.	Tenth St. & Twelfth St.	Erie-Lackawanna Tracks	12'7"
27	Jersey Ave.	Tenth St. & Twelfth St.	Erie-Lackawanna Tracks	11'4"
28	Coles St.	Tenth St. & Twelfth St.	Erie-Lackawanna Tracks	12'10"
29	Monmouth St.	Tenth St. & Twelfth St.	Erie-Lackawanna Tracks	11'8"
30	Coles St.	Fourteenth St.	Rt. 1 & 9	13'1"
31	Henderson St.	Sixteenth St. & Newark Ave. (Hoboken)	Erie-Lackawanna Tracks	11'3"
32	Grove St.	Sixteenth St. & Newark Ave. (Hoboken)	Erie-Lackawanna Tracks	13'0"

Footnotes:

1. Where two cross streets are given, the first is the southern or eastern most. This applies to the sign inventory also.
2. Heights are taken from posted low clearance signs. In their absence, heights pointed on the obstructions themselves are substituted.
3. This is a particularly absurd situation. Eastbound truck traffic on St. Pauls Avenue is directed to turn north onto Tonnele Avenue where they are confronted with a Low Clearance sign. Truck traffic should be diverted onto Van Wagenen or Seaman Ave. before it gets as far east as Tonnele Ave.
4. These blocks are due to be vacated in the near future, and have already been removed from the map.

Table A17 Bridge Structural Deficiencies

Map Code Number	Location
1	Henderson Street between Sixteenth & Seventeenth Sts.
2	Henderson Street between Tenth & Twelfth Sts.
3	Henderson Street between Fifth & Sixth Sts.
4	Tonnele Avenue
5	Columbus Bridge (Journal Square)
6	Summit Avenue
7	Baldwin Avenue
8	Chestnut Avenue
9	Communipaw Avenue
10	Gates Avenue
11	Linden Avenue
12	Chapel Avenue
13	Bergen Avenue
14	Jackson Avenue
15	Ocean Avenue
16	Clerk Street
17	Arlington Avenue

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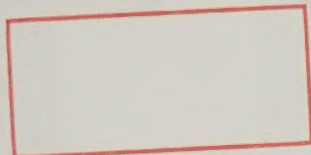
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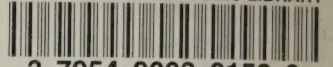
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